



MID-TERM CLUSTER
INDEPENDENT IN-DEPTH EVALUATION
Global Maritime Crime Programme

GLOX99, GLOZ06, GLOW63, GLOZ81, GLOZ80, XEAX94
October 2020



This independent evaluation report was prepared by an evaluation team consisting of Mr. Peter Allan (Lead Evaluator), Ms. Camille Massey (Evaluator) and Mr. Mark Blaine (Evaluator). The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects.

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
AO	Atlantic Ocean	HoA	Horn of Africa
ASEAN	Association of Southeast Asian Nations	HQ	Headquarters
CARRICOM	Caribbean Community	HRGE	Human Rights and Gender Equality
CCP	Container Control Programme	HRMS	Human Resources Management Services
CCTV	Closed Circuit Television	HTMSS	Human Trafficking and Migrant Smuggling Section
CPP	Counter Piracy Programme	IES	Independent Evaluation Section
CSO	Civil Society Organisation	IO (East)	Indian Ocean (East)
ECCAS	Economic Community of Central African States	IO (West)	Indian Ocean (West)
ECOWAS	Economic Community of West African States	IPB	Integrated Programme and Oversight Branch
ER	Evaluation Report	IR	Inception Report
EU	European Union	KPI	Key Performance Indicator
FRMS	Financial Resources Management Services	LAC	Latin America and Caribbean
GARS	Gulf of Aden and Red Sea	MASE	Maritime Security
GMCP	Global Maritime Crime Programme	MLE	Maritime Law Enforcement
GP	Global Programme	MS	Member State

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
MSC	Most Significant Change	UN	United Nations
MST	Management Support Team	UNDP	United Nations Development Programme
NGO	Non-Governmental Organisation	UNEG	United Nations Evaluation Group
OHCHR	Office of the United Nations High Commissioner for Human Rights	UNCLOS	United Nations Convention on the Law of the Sea
OSCE	Organisation for Security and Cooperation in Europe	UNICEF	United Nation's Children Fund
PO	Pacific Ocean	UNODC	United Nations Office on Drugs and Crime
PSC	Programme Support Cost	UNON	United Nations Office in Nairobi
SDG	Sustainable Development Goal	UNTOC	United Nations Convention against Transnational Organised Crime
TL	Team Leader	UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
ToR	Terms of Reference	VIC	Vienna International Centre
TPB	Terrorism Prevention Branch	VBSS	Visit, Board, Search, and Seizure
UK	United Kingdom of Great Britain and Northern Ireland	WLFC	Wildlife and Forest Crime

MANAGEMENT RESPONSE

Recommendation	Management Response (accepted/partially accepted/rejected)	Overview anticipated actions
<p>1: MONITORING and EVALUATION Through a maturing Results Based Management (RBM) system UNODC Global Maritime Crime Programme (GMCP) Headquarters (HQ)Team in Sri Lanka and the Strategic Planning and Interagency Affairs (SPIA), Vienna, UNODC, to formalise the currently informal approach of GMCP's reporting on the impact of capacity building activity output. This requires a standardised and regular reporting mechanism to be established which clearly defines what impact is expected, (re)visits outputs periodically to gather information on any impact achieved and evaluates the reasons behind successful and unsuccessful activities (suggested timeframe: 12 months).</p>	<p>Partially accepted The evaluation acknowledged that GMCP does well in developing and measuring the chain of results from outputs to outcomes which is in line with UNODC requirements.</p>	<p>GMCP will work with UNODC HQ, Strategic Planning and Inter-agency Affairs (SPIA) to identify options to better reflect long-term results including impact.</p>
<p>2: SUCCESS MULTIPLIERS and INHIBITORS As part of the Monitoring and Evaluation reporting process on each GMCP project / programme activity, UNODC GMCP HQ Team in Sri Lanka to instigate an express requirement to identify those elements that have contributed to – or inhibited – success. A register of multipliers and inhibitors should be maintained and mapped against existing and newly proposed activities to identify opportunities for leveraging multipliers and reducing inhibitors (suggested timeframe: 6 months).</p>	<p>Partially accepted</p>	<p>GMCP will conduct a workshop to identify the contributing and inhibiting factors to success and include the results of this workshop in the GMCP Staff Handbook.</p>

<p>3: RELEVANCE UNODC GMCP HQ Team in Sri Lanka to conduct a broader analysis of maritime crime stakeholders (stakeholder map beyond the law enforcement and judicial systems); an updated analysis of maritime crimes’ root causes, modus operandi, consequences, and prevention/enforcement/prosecution approaches (crimes and factors map); and confront with the current structure of the GMCP components. Based on this, critically reassess the relevance of these components, consider exit strategies for those which have become less relevant or whose beneficiary targeting is sub-optimal, and design proposals for cutting-edge components to be used in fundraising and negotiations with partners, including new types of partners such as under-served state structures, the civil society and private sector (suggested timeframe: 24 months).</p>	<p>Partially accepted While GMCP see the value in this recommendation it will be dependent on funds available and will be considered following more urgent programme priorities.</p>	<p>GMCP will review funding options and consider undertaking an analysis, specifically related to fisheries crime.</p>
<p>4: MARITIME CRIME and PRISON WORK UNODC GMCP HQ Team in Sri Lanka along with the broader Justice Section (JS), Vienna, UNODC, and other, relevant in-house stakeholders should increase coordination activities to develop and implement a joint-programming strategy that will provide a holistic approach to current GMCP prison work. This should include elements such as children within the prison system, rehabilitation, alternatives to prison, and women in prison. The strategy should further ensure that prison work is promoted as UNODC JS whilst ensuring where GMCP prison work is currently undertaken that existing relationships between the GMCP, beneficiaries, and donors continue to be managed by GMCP. On a case by case basis – and if the situation in the field allows – a gradual transfer of GMCP prison work to the appropriate JS vehicle e.g. Global Prisons Challenges Programme (GPCP) should be pursued. Requests received by GMCP for new prison work should be discussed with the GPCP to assess the best JS response. (suggested timeframe: 12 months).</p>	<p>Accepted</p>	<p>GMCP has appointed a focal point to address prison work and prison relations and joint programming with the Justice Section will be promoted in future UNODC prison work, including through a recently established agreement. In addition, there will be continued work with the Prison Challenges Global Programme.</p>

<p>5: HUMAN RIGHTS and GENDER UNODC GMCP HQ Team in Sri Lanka in consultation with the Human Rights Advisory Group, and Gender Team, Vienna, UNODC should systematically mobilise human rights and gender expertise to conduct human rights, and gender- based analysis of the factors leading to various types of maritime crimes, the respective roles of men vs women in the perpetration of these crimes, and of the consequences of these crimes. This should include but not be restricted to: i) The human rights and gender root causes of the crime ii) The human rights and gender impacts of the crime and iii) How the GMCP could address these causes and impacts (suggested timeframe: 12 months).</p>	<p>Partially accepted The implementation of this recommendation will be partially dependent on available funding and resources.</p>	<p>Some aspects of the recommendation have already been implemented. GMCP has an identified Gender Focal Point and has taken several actions related to gender mainstreaming in programming. These include the mapping of gender and human rights within the programme and the production of a video on gender and maritime crime. Future actions will include seeking additional funding and working with UNODC HQ on full gender mainstreaming.</p>
<p>6: UNODC PARTNERSHIP and COOPERATION UNODC GMCP HQ Team in Sri Lanka to conduct a mapping exercise of GMCP activities and the cross-over(s) into other UNODC thematic and programmatic areas with the objective of identifying potential in-house partnerships and joint-programming. This should include those facilitators of maritime crime that are not necessarily maritime crimes of themselves e.g. corruption and money laundering (suggested timeframe: 6 months).</p>	<p>Accepted</p>	<p>GMCP currently works closely with several UNODC Global Programmes and thematic areas. GMCP will identify potential new partners and strengthen joint programming with existing programming partners.</p>
<p>7: Non-UNODC PARTNERSHIP and COOPERATION UNODC GMCP HQ Team in Sri Lanka to reassess each project activity against any non-UNODC actor(s) that could positively contribute to activity outcomes and impacts. This should include greater consideration of actors outside the law enforcement and judicial spheres including CSOs and NGOs (suggested timeframe: 12 months).</p>	<p>Accepted</p>	<p>GMCP currently has several partnerships in place with UN and non-UN entities and will explore opportunities to develop additional relevant partnerships in future work.</p>

<p>8: SUSTAINABILITY of CAPACITY BUILDING ACTIVITIES UNODC GMCP HQ Team in Sri Lanka to adopt a more robust approach to capacity building sustainability, including express documentation during the planning phase of how sustainability will be achieved. This may include examining opportunities to embed training into educational establishments e.g. maritime colleges, train-the-trainer approaches, long-term mentoring, and commitment to capital asset maintenance (suggested timeframe: 12 months).</p>	<p>Accepted</p>	<p>GMCP currently has long-term mentors embedded in Maritime Law Enforcement (MLE) and judicial institutions. GMCP will explore opportunities to expand this approach into other relevant sectors. GMCP has also included instructors' courses into Visit, Board, Search and Seizure (VBSS) activities.</p>
<p>9: MARITIME GOVERNANCE UNODC GMCP HQ Team in Sri Lanka to liaise with regional teams to adequately and regularly communicate all work done within organisations in ECOWAS and ECCAS to assist countries in the region to align their policies and laws with the regional, continental as well as international levels (suggested timeframe: 12 months).</p>	<p>Partially accepted. All legal reform work in the Gulf of Guinea is being coordinated with both ECOWAS and ECCAS. This will continue in future programming.</p>	<p>GMCP will continue informing, coordinating and joint programming with ECOWAS and ECCAS</p>
<p>10: SUSTAINABILITY of THE PROGRAMME: UNODC GMCP HQ Team in Sri Lanka to provide 'soft skills' training for all permanent staff on building business relationships. This should include business cycles, relationship expectations, stakeholder management, and communication vehicles training (suggested timeframe: 6 months).</p>	<p>Accepted</p>	<p>GMCP will incorporate 'soft skills' training into its annual training week.</p>

INTRODUCTION

In May 2009, the United Nations Office on Drugs and Crime (UNODC) established a Counter Piracy Programme (CPP) with a budget of US\$ 300,000 to respond to the then new threat of Somali Piracy. Since then the CPP has expanded into the Global Maritime Crime Programme (GMCP) with a total overall budget of US\$ 108m as at 30 June 2019.

PROGRAMME DESCRIPTION AND OBJECTIVES

The GMCP objective is 'to improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework'.¹ The programme attempts to achieve this through the work of eight distinct teams. The Headquarters (HQ) Team based in Sri Lanka, the Management Support Team (MST) based at UNODC HQ in Vienna and six regional teams focusing efforts in combatting maritime crime within their own geographical areas.

PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The main objective of this in-depth evaluation is to assist all stakeholders identify what has worked well, what has not, and why, and thus use good practice and lessons identified to improve upon the future strategy and activity implementation of the GMCP. This includes providing specific recommendations regarding any follow-up actions required by UNODC to effectively help reach and sustain the strategic objectives of GMCP. This evaluation covers the period from 1 May 2015 to 31 December 2019.

This evaluation followed a mixed-methods as well as gender-responsive evaluation methodology in line with United Nations Evaluation Group (UNEG) and UNODC norms and standards, guidelines, and requirements. A preliminary desk review was undertaken and an Inception Report (IR) created to identify information gaps and design data collection instruments (see Annex II) to fill those gaps. 96 Face-to-face and telephone interviews were conducted (42 females and 54 males), missions to Austria, Benin, Kenya, Nigeria, Somalia and South Africa were undertaken, a Most Significant Change (MSC) narration was completed, observations of activity delivery were made, and a survey administered (142 replies of 566 sent, with 42 females, 96 males and 4 not identified). The evaluation team consisted of three independent external consultants, including Mr. Peter Allan (Team Leader), Director, Allan Consultancy Ltd., Mr. Mark Blaine (Maritime Crime Expert) and Ms. Camille Massey (Human Rights and Gender Equality Expert).

MAIN FINDINGS

Design and Relevance

The GMCP has demonstrated relevance at the strategic level and is viewed as relevant by many stakeholder groups, including donors. Its relevance at the granular, individual recipient level is not as clear. It is well designed although does – on occasion – appear to step outside its maritime crime mandate. This can relate to an entrepreneurial approach to programming, with a high premium placed on seizing opportunities and eliciting

¹ GLOX99 Project Revision August 2018, p.1

buy-in among donors. There is an obvious effort to target human rights issues and gender specificities, but these efforts are not sufficiently underpinned by human rights and gender analysis of maritime crime.

Efficiency

The planning, management, and monitoring of GMCP activities are efficient. The Team structures, processes, and procedures put in place function well, with the skills of the Management Support Team at UNODC's Vienna HQ and an empowering management style at its core. The efficiency in delivery of GMCP activities are enhanced by having the GMCP HQ Team based in the field (Sri Lanka), resulting in closer cooperation and trust building with relevant stakeholder groups including donors and the political and beneficiary levels. The value of a strong field-based presence cannot be overstated.

Effectiveness

It is challenging to identify which activities are more effective than others, and which contribute most to achieving GMCP's objective. There is general agreement at donor, state beneficiary and recipient level that GMCP activity is effective in helping to reduce maritime crime. A key element of effective delivery is the programme's strong field presence allowing those delivering activity, critical in-country knowledge of the barriers to delivery and how they can be minimised or eliminated.

Impact

Although the GMCP has attempted to gather impact data, primarily through qualitative 'impact stories' this approach is not explicitly linked to a fully functioning Results Based Management (RBM) monitoring and evaluation process. Appearing only in annual reporting, these stories are used to demonstrate the impact of the GMCP activity to the readers of the report. Impact is seldom used to examine where lessons may be identified, and good practice replicated. One example is the use of mentoring, which is seen as a key aspect in many GMCP teams, yet there is no evidence of this having been expressly recognised and guidance provided on how to leverage this across the GMCP. Areas of impact such as gender and human rights are not systemically monitored.

Sustainability

The GMCP manages its donor relationships well and has maintained a regular funding stream for its activities. There is no guarantee that this will continue, therefore the hard-won donor relationships must be constantly maintained and nurtured using the benefits a large field presence brings to these relationships. Its activity delivery contains two elements which are vulnerable to continued sustainability, namely: i) the inability of beneficiaries to fund future capital asset purchases or maintenance of existing assets; and, ii) loss of skills gained from GMCP capacity building training through recipient staff changes / turnover. Gender aspects of maritime crime have not been considered from a sustainability perspective by the programme but could contribute to sustainability if integrated in programming.

Partnership and cooperation

The GMCP recognises the importance of partnership working and has identified 23 key partner organisations, assigning a staff member to manage each of these relationships. Although the mechanisms are in place to manage these external relationships they are not fully exploited. There is insufficient identification and cooperation with non-UNODC entities including other UN Agencies and relevant national NGOs or CSOs and regional IOs or ROs. This is particularly notable regarding human rights and gender bodies. The GMCP has forged working relationships with many of the key internal UNODC projects and programmes without achieving complete coverage or integration.

MAIN CONCLUSIONS

The GMCP has expanded geographically whilst broadly maintaining focus on its existing maritime crime objective. Its activities are well appreciated by donors, state beneficiaries and individual recipients of capacity building activities. It benefits greatly from having a robust field presence which allows for the development of critical partner relationships along with an improved ability to provide a quick and flexible response to changing 'on the ground' conditions. This is only possible through strong headquarters leadership from Sri Lanka, dedicated staff across six regional teams and an effective Vienna-based MST.

The programme is strong on advocacy and the GMCP HQ team in Sri Lanka empowers and supports staff to become involved in all aspects of donor relationships including identifying and exploiting funding opportunities. Once funding is in place, activity delivery and outputs are effectively and efficiently provided. There is less clarity on the outcomes, impact, and sustainability of those outputs. Currently the GMCP's RBM mainstreaming is not fully developed to capture this data.² The absence of systemised impact data has a knock-on effect when determining the most effective and relevant GMCP activities. This incorporates understanding the extent of the impact and sustainability of current GMCP activities in reducing maritime crime by addressing root causes, including any gender and human rights aspects.

The expansion of the GMCP has been professionally managed and the reporting mechanisms between the teams works well through weekly meetings hosted by HQ in Sri Lanka and the annual training week. However, reporting on good practice and lessons identified is not systemised and as a result success multipliers and inhibitors are not routinely recognised. With an increased geographical scope and an increasing number and range of activities this presents challenges, in particular in identifying and engaging with the most appropriate partner organisations.

By most metrics of success (e.g. donor funding, level of activity delivery, ability to deliver in challenging environments, geographical and activity expansion, visibility, and dedicated and professional staff) the GMCP is a success story. A short to medium term challenge for GMCP is to understand what activities achieve the greatest impact on reducing maritime crime and how those can be leveraged across the different regional teams. An additional challenge will be to refocus on upcoming maritime crime causes and trends, with exit strategies for components which are no longer directly relevant to maritime crime per se.

It is worth reinforcing that a clear, underpinning factor in the successes of the GMCP is the advantage that having a strong field-based approach engenders. It provides the ability to react nimbly to an ever-changing environment (e.g. Covid-19), to build and maintain in-country relationships that can be leveraged for broader UNODC advantage (e.g. the Sri Lankan terror attacks), and to deliver capacity building in challenging locations (e.g. Somalia). This proves attractive to beneficiaries and donors alike and establishes a platform from which the programme can grow.

MAIN RECOMMENDATIONS

The evaluation provides ten recommendations. The four main recommendations are included below, and all ten are included in the evaluation matrix that follows as well as in the main body of the report.

RECOMMENDATION 1 – MONITORING and EVALUATION

Through a maturing Results Based Management (RBM) system formalise the currently informal approach of GMCP's reporting on the impact of capacity building activity output. This requires a standardised and regular reporting mechanism to be established which clearly defines what impact is expected, (re)visits outputs periodically to gather information on any impact achieved and evaluates the reasons behind successful and unsuccessful activities. (UNODC Global Maritime Crime Programme (GMCP), HQ Team in Sri Lanka and the Strategic Planning and Interagency Affairs (SPIA), Vienna, UNODC)

² https://www.unju.org/sites/www.unju.org/files/jiu_note_2017_1_english_1.pdf p.21-22

RECOMMENDATION 2 – SUCCESS MULTIPLIERS and INHIBITORS

As part of the M and E reporting process on each GMCP project / programme activity there should be an express requirement to identify those elements that have contributed to – or inhibited – success. A register of multipliers and inhibitors should be maintained and mapped against existing and newly proposed activities to identify opportunities for leveraging multipliers and reducing inhibitors. (UNODC GMCP HQ Team in Sri Lanka)

RECOMMENDATION 3 – RELEVANCE

Conduct a broader analysis of maritime crime stakeholders beyond the law enforcement and judicial systems along with an updated analysis of maritime crimes’ root causes, modus operandi, consequences, and prevention/enforcement/prosecution approaches (crimes and factors map). Based on this, critically reassess the relevance of GMCP activities against these components. (UNODC GMCP HQ Team in Sri Lanka)

RECOMMENDATION 4 – MARITIME CRIME and PRISON WORK

Develop and implement a joint-programming strategy with the broader Justice Section, Vienna, UNODC, that will provide a holistic approach to current GMCP prison work. This should include elements such as children within the prison system, rehabilitation, alternatives to prison, and women in prison. The strategy should further consider the gradual transfer of GMCP prison work to other JS vehicles e.g. Global Prisons Challenges Programme (GPCP) where appropriate. (UNODC GMCP HQ Team in Sri Lanka)

MAIN LESSONS LEARNED AND BEST PRACTICE

Utilising personal relationships built primarily on having a strong field presence, provides opportunities not only for the programme concerned but the wider UNODC and UN family.

COVID-19. With international travel restrictions in place there is added value in a strong field presence to maintain personal relationships and to continue delivering capacity building activities.

Promoting human rights and gender is effective when it is presented as contributing to law enforcement and justice, rather than as just an obligation. This requires the mobilisation of proper gender and human rights expertise in programming, planning, execution, and monitoring.

The use of mentors, in particular those embedded for a longer term into beneficiary institutions, provide more sustainable benefits as well as developing and maintaining effective in-country working relationships with appropriate stakeholder group actors.

COVID-19. Embedded, long-term mentors can remain in post during travel restrictions thereby maintaining presence and support.

Training activities that include relevant actors from different parts of the criminal justice chain (e.g. coastguards and prosecutors) has proved beneficial.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>1. The GMCP takes a pro-active and detailed approach to monitoring and evaluation at the inception phase of its various projects through the creation of a robust and detailed logical framework. Subsequent project revisions and annual reporting update those logical frameworks and measure progress against the identified indicators. Whilst this works well for measuring progress on activity output it is less effective on measuring outcomes and impact. The GMCP have attempted this in a broadly ad-hoc manner through 'impact' stories.</p>	<p>Desk review, interviews, survey results</p>	<p>1. MONITORING and EVALUATION Through a maturing Results Based Management (RBM) system UNODC Global Maritime Crime Programme (GMCP) Headquarters (HQ) Team in Sri Lanka and the Strategic Planning and Interagency Affairs (SPIA), Vienna, UNODC, to formalise the currently informal approach of GMCP's reporting on the impact of capacity building activity output. This requires a standardised and regular reporting mechanism to be established which clearly defines what impact is expected, (re)visits outputs periodically to gather information on any impact achieved and evaluates the reasons behind successful and unsuccessful activities (suggested timeframe: 12 months).</p>

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>2. The GMCP operates across the globe with many teams running many different activities. It is therefore important for the GMCP to be able to quickly identify any common aspects of their work that improve or diminish the likelihood of success. This gains even greater importance as the GMCP expands its regional influence with the more recently established teams. The current mechanisms for identifying and exchanging good practice and lessons learned from programme activity are primarily ad-hoc discussions between GMCP staff during other GMCP meetings e.g. weekly team debriefs with the GMCP HQ Team and the annual training week. It has been noted the use of mentors has been identified as a probable success multiplier.</p>	<p>Desk review, interviews,</p>	<p>2. SUCCESS MULTIPLIERS and INHIBITORS As part of the M and E reporting process on each GMCP project / programme activity, UNODC GMCP HQ Team in Sri Lanka to instigate an express requirement to identify those elements that have contributed to – or inhibited – success. A register of multipliers and inhibitors should be maintained and mapped against existing and newly proposed activities to identify opportunities for leveraging multipliers and reducing inhibitors (suggested timeframe: 6 months).</p>
<p>3. Whilst the GMCP can be viewed as broadly relevant to the donor community, many state beneficiaries, and capacity building activity recipients, there is no clear relevance at the more granular level of local communities or individuals impacted by maritime crime.</p>	<p>Desk review, interviews, observation, survey results</p>	<p>3. RELEVANCE: UNODC GMCP HQ Team in Sri Lanka to conduct a broader analysis of maritime crime stakeholders (stakeholder map beyond the law enforcement and judicial systems); an updated analysis of maritime crimes’ root causes, modus operandi, consequences, and prevention/enforcement/prosecution approaches (crimes and factors map); and confront with the current structure of the GMCP components. Based on this, critically reassess the relevance of these components, consider exit strategies for those which have become less relevant or whose beneficiary targeting is sub-optimal, and design proposals for cutting-edge components to be used in fundraising and negotiations with partners, including new types of partners such as under-served state structures, the civil society and private sector (suggested timeframe: 24 months).</p>

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>4. The scope of maritime crime is broad and – as such – offers the GMCP great flexibility in determining what activities it can pursue in each of their teams. However, the relevance of its continued prison work (a legacy from its earlier Counter Piracy Programme days) to its overall objective is harder to justify. Prison reform incorporates many facets and within UNODC there are more natural homes than the GMCP for many aspects of that prison work.</p>	<p>Desk review, interviews, observation, survey results</p>	<p>4. MARITIME CRIME and PRISON WORK UNODC GMCP HQ Team in Sri Lanka along with the broader Justice Section (JS), Vienna, UNODC, and other, relevant in-house stakeholders should increase coordination activities to develop and implement a joint-programming strategy that will provide a holistic approach to current GMCP prison work. This should include elements such as children within the prison system, rehabilitation, alternatives to prison, and women in prison. The strategy should further ensure that prison work is promoted as UNODC JS whilst ensuring where GMCP prison work is currently undertaken that existing relationships between the GMCP, beneficiaries, and donors continue to be managed by GMCP. On a case by case basis – and if the situation in the field allows – a gradual transfer of GMCP prison work to the appropriate JS vehicle e.g. Global Prisons Challenges Programme (GPCP) should be pursued. Requests received by GMCP for new prison work should be discussed with the GPCP to assess the best JS response. (suggested timeframe: 12 months).</p>
<p>5. Overall, there is a clear effort to target human rights issues and gender specificities, but these efforts are not sufficiently underpinned by human rights and gender analysis of maritime crime. As a result, it is impossible to ascertain whether these efforts are relevant to need in terms of human rights and gender: these efforts remain relatively random, intuitive, and not well informed.</p>	<p>Desk review, interviews, survey results</p>	<p>5. HUMAN RIGHTS and GENDER UNODC GMCP HQ Team in Sri Lanka in consultation with the Human Rights Advisory Group and Gender Team, Vienna, UNODC, should systematically mobilise human rights and gender expertise to conduct human rights, and gender- based analysis of the factors leading to various types of maritime crimes, the respective roles of men vs women in the perpetration of these crimes, and of the consequences of these crimes. This should include but not be restricted to: i) The human rights and gender root causes of the crime ii) The human rights and gender impacts of the crime and iii) How the GMCP could address these causes and impacts (suggested timeframe: 12 months).</p>

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>6. Given the breadth of maritime crime the GMCP has the potential to impact on multitudinous thematic areas of UNODC. It broadly manages these interactions well having established links and working relationships with many other UNODC GPs and projects. Yet the ever-changing nature of maritime crime requires constant vigilance to ensure synergies between GPs and other projects can be exploited. Fisheries crime and the linkages between the GP on Wildlife and Forest Crime (WLFC) and the FishNET programme is a prime example. So too thematic areas such as corruption and money laundering which are not specifically maritime crimes but impact upon maritime crime.</p>	<p>Desk review, interviews</p>	<p>6. UNODC PARTNERSHIP and COOPERATION UNODC GMCP HQ Team in Sri Lanka to conduct a mapping exercise of GMCP activities and the cross-over(s) into other UNODC thematic and programmatic areas with the objective of identifying potential in-house partnerships and joint-programming. This should include those facilitators of maritime crime that are not necessarily maritime crimes of themselves e.g. corruption and money laundering (suggested timeframe: 6 months).</p>
<p>7. The degree of cooperation with actors outside UNODC varies greatly from country to country and activity to activity. It is recognised that there are numerous potential partners within the maritime crime environment, and it is unrealistic to expect the GMCP to be able to identify and include all partners all the time. Yet there are instances where closer cooperation with other agencies and organisations would seem sensible, however it would appear those partnerships have not been expressly explored.</p>	<p>Desk review, interviews, survey results</p>	<p>7. Non-UNODC PARTNERSHIP and COOPERATION UNODC GMCP HQ Team in Sri Lanka to reassess each project activity against any non-UNODC actor(s) that could positively contribute to activity outcomes and impacts. This should include greater consideration of actors outside the law enforcement and judicial spheres including CSOs and NGOs (suggested timeframe: 12 months).</p>

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>8. Whilst the GMCP is generally effective and efficient in delivering capacity building activities and achieving outputs, there is less clarity on the longer-term sustainability of these activities. This has been flagged by different stakeholder groups as a potential shortcoming of the programme. The main risks to sustainability are where capital assets need to be maintained and staff turn-over from recipients of training removes their knowledge and skills from their agency or organisation.</p>	<p>Desk review, interviews</p>	<p>8. SUSTAINABILITY of CAPACITY BUILDING ACTIVITIES UNODC GMCP HQ Team in Sri Lanka to adopt a more robust approach to capacity building sustainability, including express documentation during the planning phase of how sustainability will be achieved. This may include examining opportunities to embed training into educational establishments e.g. maritime colleges, train-the-trainer approaches, long-term mentoring, and commitment to capital asset maintenance (suggested timeframe: 12 months).</p>
<p>9. Maritime security is complex and has a wide range of actors. The GMCP has as one of its objectives in GLOW63 the strengthening of legal frameworks for maritime security in countries across West Africa to enhance maritime (security) governance. The region has some of the finest maritime security architectures in Africa but needs assistance to implement decisions and directives. While the work on the national levels, such as training as well as the identification and placement of suitable personnel in countries have gone a long way to enhance maritime governance, there appears to be some gaps in communicating regional, interregional, continental and international coordination and cooperation to enhance maritime security governance.</p>	<p>Desk review, interviews, survey results</p>	<p>9. MARITIME GOVERNANCE UNODC GMCP HQ Team in Sri Lanka to liaise with regional teams to adequately and regularly communicate all work done within organisations in ECOWAS and ECCAS to assist countries in the region to align their policies and laws with the regional, continental as well as international levels (suggested timeframe: 12 months).</p>

Findings	Evidence (sources that substantiate findings)	Recommendations (incl. recipient)
<p>10. The GMCP benefits from having a strong field presence, which includes its headquarters based in Colombo, Sri Lanka, and its various teams strategically positioned geographically across the globe. Being field based gives programme staff quicker access to key in-country stakeholders including political actors and donors and provides the opportunity to develop critical personal relationships. The GMCP has been effective in exploiting these advantages to deliver capacity building activities in challenging environments such as Somalia and Yemen. This generates donor and political goodwill toward the programme and – by extension and association – the broader UNODC and UN. It is critical that the GMCP does not lose the personal skills that are required to create and develop the opportunities that a strong field presence confers.</p>	<p>Desk review, interviews, survey results</p>	<p>10. SUSTAINABILITY of THE PROGRAMME UNODC GMCP HQ Team in Sri Lanka to provide ‘soft skills’ training for all permanent staff on building business relationships. This should include business cycles, relationship expectations, stakeholder management, and communication vehicles training (suggested timeframe: 6 months).</p>

BACKGROUND AND CONTEXT

OVERALL CONCEPT AND DESIGN

In May 2009, UNODC established a Counter Piracy Programme (CPP) with a budget of US\$ 300,000 from Germany to respond to the then new threat of piracy off the coast of Somalia. Since then, the CPP has expanded into the Global Maritime Crime Programme (GMCP) with a total overall budget of US\$ 179m as of 31st December 2019³. It is made up of eight teams, namely: i) The Atlantic Ocean Team (AO), ii) The Gulf of Aden and Red Sea Team), iii) The Indian Ocean West Team (IO West), iv) The Indian Ocean East Team (IO East), v) The Latin America & Caribbean Team (LAC), vi) The Pacific Ocean Team (PO), vii) Management Support Team (MST based at HQ Vienna) and viii) The Headquarters Team (HQ based in Colombo, Sri Lanka).

Under these various teams the GMCP aims to deliver a) legal reform around piracy and other maritime offences, b) prison work including preventing violent extremism, c) support to Member States (MS) in strengthening criminal justice systems in response to maritime crime and d) regional cooperation frameworks among other cooperation and coordination activities.⁴ It delivers this programming activity through four projects namely: GLOX99, GLOZ06, GLOW63, and XEAX94.

It should be noted that these projects do not correspond to specific thematic areas. GLOX99 is the expansion project of the CPP to GMCP and can be viewed as the ‘primary’ project. The other projects are broadly administrative vehicles to allow for different funding modalities to be achieved. For example, GLOZ06 exists for activities approved by the Trust Fund which have different Programme Support Cost (PSC) rates than GLOX99. GLOW63 is a twin-project to GLOX99 but for collecting European Union (EU) sub-programmes in various regions, at the 7% Project Support Cost rate of the EUs for the next four years. XEAX94 is a continuation from the initial support given to the EU Maritime Security (MASE) Programme and focuses on supporting regional states in Eastern Africa prosecuting suspected pirates.

PURPOSE AND SCOPE

The main objective of this In-depth Evaluation is to help all stakeholders (including ‘core learning partners’) reflect on what has worked well and what has not, and thus use best practice and identified lessons to feed into the continued implementation of the GMCP. This includes providing specific recommendations regarding any follow-up actions required by UNODC and partner government administration to effectively help reach and sustain the strategic objectives of GMCP and enhance GMCP’s contribution to SDGs.

As the 2015 GMCP Evaluation focused only on Africa (Horn of Africa, Indian Ocean and the Gulf of Guinea). This evaluation focussed on the global expansion from 1 May 2015 to 31 December 2019 covering all sub-programmes under the GMCP including implementation under the Atlantic Ocean (Gulf of Guinea), Horn of Africa, Indian Ocean, Latin America & the Caribbean, the Pacific Ocean, as well as the GMCP HQ Team in Sri Lanka and the MST in Vienna

³ As of 21st September 2020 total pledges to GMCP total US\$ 209m

⁴ Terms of Reference p.7.

⁵ Initially West Africa, Central Africa, the Red Sea and the Indian Ocean

THE COMPOSITION OF THE EVALUATION TEAM

The evaluation team consisted of three independent, external consultants: Mr. Peter Allan (Team Leader), Director, Allan Consultancy Ltd. Mr. Mark Blaine (Maritime Crime Expert) and Ms. Camille Massey (Human Rights and Gender Equality Expert). Mr. Allan has for the last decade specialised in intelligence analysis training and project and programme evaluations within the criminal justice sector, many of which have involved the UN system in general and UNODC. He has over twenty years of experience as a Senior Intelligence Analyst for the UK Intelligence Services and latterly for the EU Agency for Law Enforcement Cooperation (Europol).

Mr. Blaine has spent the last 37 years as a combat officer in the South African Navy. He commanded various warships and spent time in the maritime security environment when doing duty as Defence Advisor at the South African high Commission in Nairobi, Kenya from 2007 to 2011. He is currently a lecturer at the South African Military Academy and, after completion of his master's degree in maritime security at Coventry University in 2016, conducts research in maritime security as part of a security think tank at Stellenbosch University.

Ms. Massey has worked for the past 18 years in international cooperation on human rights, democracy, and rule of law. She served as an international civil servant for over ten years. She worked and lived in the Balkans and Caucasus for 11 years. Since 2012, she has specialised in the evaluation of interventions with strong human rights and gender components. She works for various UN agencies, EU, OSCE, Council of Europe and bilateral donors. She is a certified evaluator.

MAP OF PROGRAMME COUNTRIES



Map 1. Geographic Locations⁶

⁶ GMCP Staff Handbook 2019 p.3

EVALUATION METHODOLOGY

For familiarisation purposes ahead of the writing of the Inception Report (IR) the independent evaluators Mr. Peter Allan (TL) and Mr. Mark Blaine (TM) along with Evaluation Officers Ms. Katherine Aston and Mr. Eduardo Toscani, Independent Evaluation Section (IES), UNODC, observed the GMCP Annual Training Week in Stellenbosch, South Africa from the 22nd to 27th September 2019. Although not part of the official data collection plan, it proved invaluable as an opportunity to meet with the GMCP HQ Team (based in Sri Lanka) and to understand their needs, subsequently reflected in the Terms of Reference (ToR) questions (see Annex I). In addition, it helped to inform the type and content of data collection instruments which were deployed (see annex II).

This evaluation followed a mixed-methods approach, considering both primary and secondary data sources, to ensure triangulation in order to arrive at credible, reliable and unbiased findings, as well as gender-responsive evaluation methodology in line with UNEG and UNODC Norms and Standards, guidelines and requirements. The evaluation used purposeful sampling⁷ for use in standard case evaluation and to obtain an accurate representation of the universe of which the Programme consists. This informed the data collection instruments including face-to-face interviews, telephone interviews and survey questions. This purposeful sampling uses random probability along with criterion-i sampling i.e. participants are drawn from agencies, organizations or systems involved in the implementation process. Individuals are selected based on the assumption that they possess knowledge and experience with the phenomenon of interest (i.e., the GMCP and associated activities) and thus will be able to provide information that is both detailed (depth) and generalizable (breadth).

This evaluation report is constructed under the following methodological approach. Initially for the IR a desk review of project documentation supplied by the GMCP HQ Team. From this IR and desk review any gaps that existed in the information required to fulfil the ToR requirements were identified and the ToR questions were redesigned - where required - to fill these gaps. Some existing questions were altered purely to clarify the questions themselves and due care and attention was paid to ensure Human Rights and Gender Equality (HRGE) were properly addressed.

The approach to HRGE involved ensuring a balanced representation of men and women among the interview respondents, and the data collection instruments had a specific focus on these issues and how they are mainstreamed and addressed by the GMCP. The emphasis was on assessing the process of integration of HRGE issues rather than simply looking for the results of mainstreaming efforts. The aim was to provide a nuanced assessment of HRGE based on an understanding of UNODC, the GMCP and its partnership context, as well as the structure of GMCP, its role and sphere of influence. In accordance with the ToR the aim of the evaluation was to help strengthen HRGE in the GMCP and as such it was decided to incorporate HRGE into all areas of the 'Findings' section of the report, rather than have HRGE as a 'stand-alone' section.

Subsequently four data collection instruments were developed and deployed. These were:

1. Semi-structured, in-depth interviews. These interviews captured the feedback and voices of all stakeholder groups that were involved in or impacted by the GMCP. Most of the interviews were face-to-face but where that proved impractical to achieve further interviews were conducted by Skype / telephone.
2. Most Significant Change (MSC) narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change projects. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic

⁷ Purposive sampling (also known as judgment, selective or subjective sampling) is a sampling technique in which researcher relies on his or her own judgment when choosing members of population to participate in the study. In purposive sampling personal judgment needs to be used to choose cases that help answer research questions or achieve research objectives. <https://research-methodology.net/sampling-in-primary-data-collection/purposive-sampling/>

collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the project / programme. These narratives were compared with the programme's results frameworks to assist in determining if the intervention design had been followed. The MSC question used for this evaluation was: What is the most significant change you have seen as a direct result of the GMCP?

3. Survey. Within the different stakeholder groups there have been many individuals with whom the Programme has had interaction. It was not possible to interview face-to-face or by telephone all the individuals whose opinions and insights would be valued. In order to capture this information a questionnaire was developed, and distributed via the Survey Monkey platform, ensuring as broad a range of feedback and voices of minority groups were captured. In total 566 surveys were sent, and 142 replies were received. There were 42 females, 96 males, 2 did not identify as either female or male and 2 preferred not to divulge their gender.

4. Field visits including observation. The evaluation team visited several field locations connected with the GMCP and its work. The primary purpose was to conduct face-to-face interviews however it also provided the opportunity to observe certain GMCP activities being delivered. The team visited:

- i) UNODC HQ in Vienna, Austria where the GMCP MS Team is located;
- ii) GMCP HQ Team in Colombo, Sri Lanka and during that field trip observing two days of a Visit, Board, Search and Seizure (VBSS) training in Trincomalee, Sri Lanka;
- iii) United Nations Office in Nairobi (UNON), Kenya where the GMCP Indian Ocean (West) and the Gulf of Aden and Red Sea (GARS) Teams are located. During this field trip, observations were made at Kamiti Prison and court site, Langata Women's Prison and the Kahawa court site. Additional field visits were made to Mombasa with a visit to Shimo la Tewa Prison and court site, and the United Nations Camp in Mogadishu, Somalia;
- iv) UNODC Country Office, location of the GMCP Atlantic Ocean (AO) Team in Abuja, Nigeria;
- v) Cotonou, Benin to observe simulated trial training and the apprehension of vessels involved in illegal fishing activities.

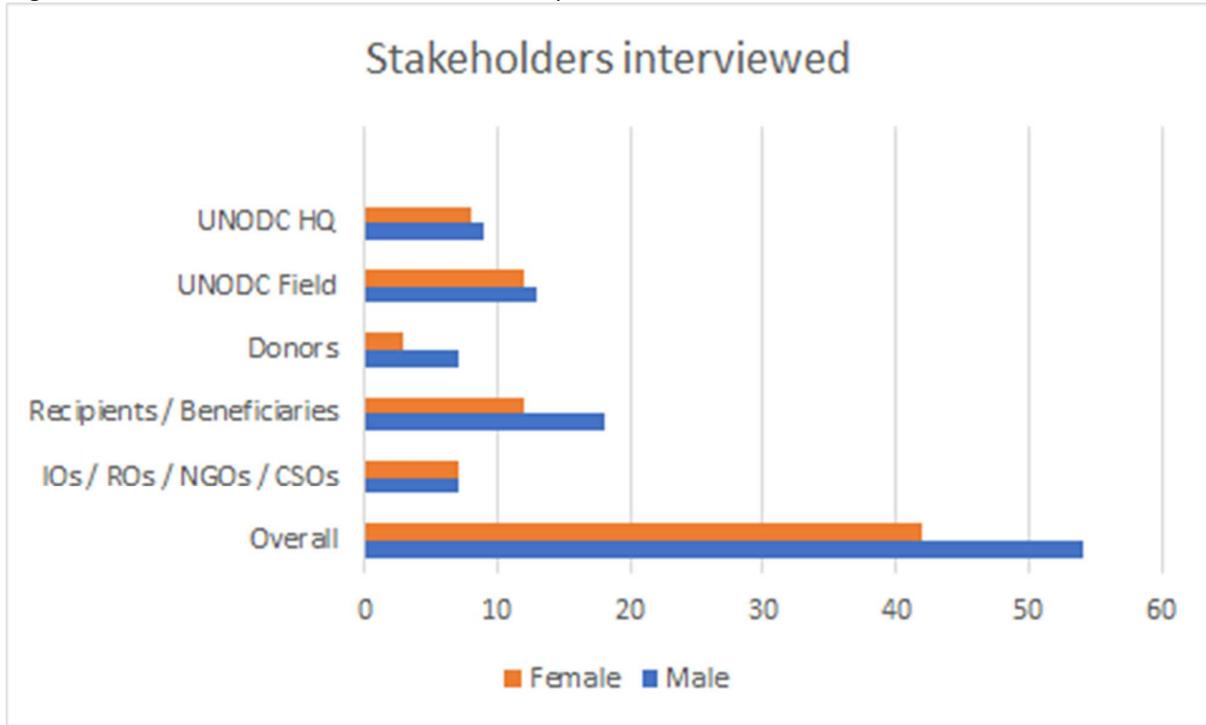
These provided an opportunity to observe the GMCP and some of its activity delivery process in action and to record/log observations in areas such as: chairing/facilitation; keeping to task/objectives; clarity of presentations; decision-making; participant inclusion. Such information was used to complement other more systematic data collected during the evaluation of the GMCP.

During the inception phase, a review and analysis of relevant documents supplied by the GMCP was undertaken, including concept notes, progress reports, revisions, and publications (see Annex III). The evaluation team also conducted initial interviews with GMCP HQ Team during their Stellenbosch Training Week to finalise the scope of the evaluation, which was outlined in the IR. This report also refined evaluation questions, methodology and tools.

Running concurrently with the field mission there were interviews with key stakeholders in person, over the phone or via Skype, using semi-structured protocols listed in Annex II. Overall, 96 in-depth interviews were conducted with 42 females and 54 males⁸ (see Figure 1 below). These interviews sought to capture the voices of key representatives of all stakeholder groups, identified based on stakeholder analysis conducted in consultation with the GMCP during the IR phase. In addition, those that could not be reached by face-to-face, telephone or Skype interview were provided with the survey via e-mail.

⁸ The evaluators made gender assumptions based upon appearance.

Figure 1. Stakeholders interviewed for this independent evaluation



Source: Elaboration from interview data (see Annex IV)

The analysis process itself involved the input of face-to-face and skype/telephone interview information coded against the ToR questions. These were then cross-referenced with data collected from the other data sources (desk review, observations, and survey responses) thus providing an overview of all data known under each ToR question. From this the findings were ascertained, conclusion extracted, and recommendations developed.

LIMITATIONS TO THE EVALUATION

The GMCP operates in seven main geographical areas with one team covering each area. The evaluation had the resources to visit four of these six areas, thus the smaller of those teams (i.e. the newly created Latin America & Caribbean Team (LAC), and the Pacific Team (PO) Team. The potential disadvantage from this was mitigated by arranging telephone/Skype interviews with GMCP team members and other regional stakeholders as well as their inclusion in the evaluation survey. Additionally, the opportunity was taken at the GMCP Annual Training Week in Stellenbosch, South Africa from the 22nd to 27th September 2019 to speak with the all the Team Leaders to gather relevant information for the evaluation.

The evaluation team encountered difficulties in accessing a sufficient number of interviewees from other United Nations (UN) agencies and institutions and from civil society organisations (CSOs), which were an important source of information regarding the relevance of the intervention, or the HRGE aspects of the GMCP. This gap was particularly felt regards national and local civil society organisations. In order to compensate for this limitation, additional efforts were put in expanding the list of survey respondents in this direction. During field missions, the evaluation team gained access to some CSOs, in particular through the intermediation of the National Human Rights Institutions (NHRIs).

There was also a relatively low response rate to survey from donors with only five completed returns. The face-to-face and telephone interviews with the donor community helped to mitigate this limitation.

COVID-19

In line with current UNODC IES guidelines⁹ on finalising evaluation reports that completed their data collection phase prior to the Covid-19 pandemic, this evaluation took the following steps:

1. Regular evaluation team meetings during the report writing phase were conducted where potential Covid-19 impact on the programme was a standing item. The evaluation team passed all findings, conclusions, and recommendations through a Covid-19 lens to ensure no unrealistic expectations were set for the programme within the context of the global pandemic.
2. A briefing by the evaluation team to the GMCP HQ Team (based in Sri Lanka) (with IES support and participation) was convened upon the completion of the first draft of the evaluation report. During this briefing, all recommendations - and the findings and conclusions that underpinned those recommendations - were presented and discussed from the perspective of implementation practicalities within the existing Covid-19 context. The feedback received was used to adjust individual recommendations where appropriate.

⁹https://www.unodc.org/documents/evaluation/Guidelines/COVID-19_Guidance_document_Final_June_2020.pdf

II. EVALUATION FINDINGS

This section of the report presents the findings of the evaluation, based upon triangulated data and presented under the specific headings identified within the ToR (see Annex I). The initial structure of the report had 'Human Rights and Gender' as a separate heading. It was decided that as both these issues should run through all aspects of GMCP work the evaluation would be better served if HRGE were addressed under each evaluation heading and not as a stand-alone heading. For the sake of completion, the HRGE questions addressed in the ToR are contained in the box below. These questions were therefore mapped against the following headings of design and relevance, efficiency, effectiveness, impact, sustainability, and partnership and cooperation. Within each of these headings reference is made to HRGE where appropriate.

Human Rights and Gender

Evaluation questions:

- To what extent were programme design and implementation based on human rights analysis and UNODC Human Rights guidelines?
- To what extent were gender equality considerations included in the programme design and implementation?
- To what extent has GMCP contributed to gender equality among the programme's direct and indirect beneficiaries?
- To what extent were under-represented and vulnerable groups included in the programme design and implementation?
- To what extent has the GMCP contributed to the respect, protection, promotion and fulfilment of human rights of direct and indirect beneficiaries?

DESIGN AND RELEVANCE

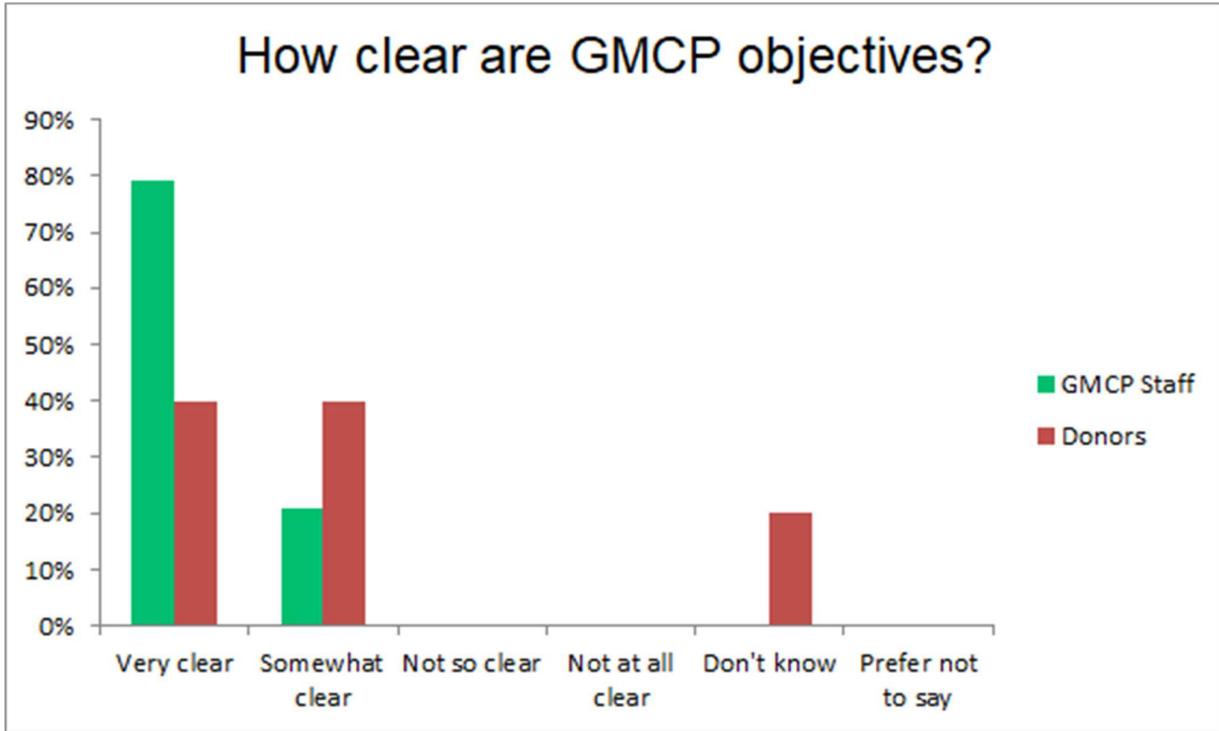
EVALUATION QUESTIONS:

- Are the programme objectives clear, realistic and appropriately documented?
- Are the outputs, outcomes and objectives of GMCP relevant with respect to
 - a) the needs of beneficiaries / recipients;
 - b) the current standards and international interest on maritime crime and,
 - c) achieving the Sustainable Development Goals?

Donors and staff’s assessment of GMCP’s objectives

As stated in the overarching GLOX99 project document, the GMCP objective is ‘to improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework’.¹⁰ Documentation from the associated GMCP projects (GLOZ06, GLOW63, and XEAX94) also reflect this objective and the linkage between projects is clear and well narrated. As well as the documentation demonstrating objective clarity, the results obtained from the interviews and the survey support the argument that the objectives are clear to both GMCP staff and donor stakeholder groups.

Figure 2. Clarity of GMCP objectives

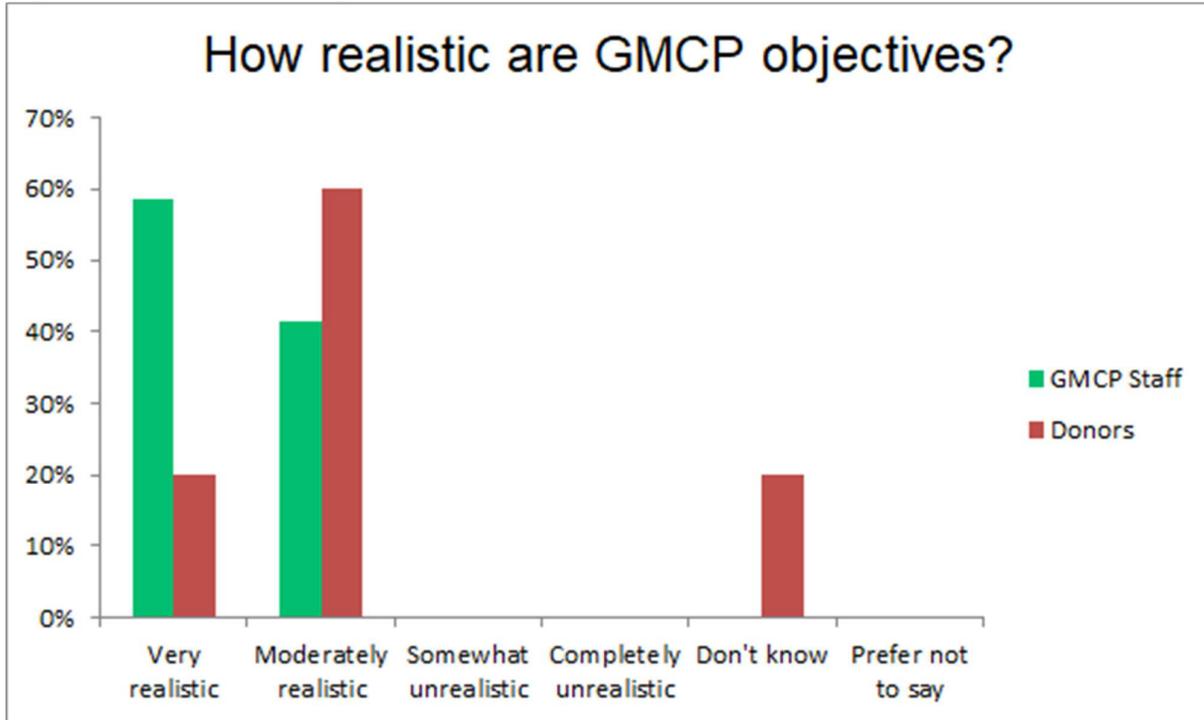


Source: GMCP evaluation survey data - GMCP 29 respondents, Donors 5 respondents

The GMCP objective is generally perceived to be realistic. It aims to ‘improve’ criminal justice systems (defined in the widest possible manner, to include law enforcement, judicial institutions as well as penitentiary and reintegration) to allow for a more effective prevention and prosecution of maritime crime. The level of improvement is not specified although the logframe(s) of the project detail key performance indicators (KPIs) within the various activities, outputs, and outcomes. The link between the various activities, outputs, and outcomes of the logframe flows logically in the geographic as well as thematic approaches of the GMCP. The KPIs by-and-large appear realistic to GMCP staff and donors alike. Survey data provided the following assessment of GMCP objective realism.

¹⁰ GLOX99 Project Revision August 2018, p.1

Figure 3. Realism of GMCP objectives



Source: GMCP evaluation survey

Whilst it is noticeable that GMCP viewed their programme’s objectives as clearer and more realistic than the donors, all answered in the top two of four categories.

The GLOX99 project revision of November 2015 stated: ‘the current revision is fundamentally changing the log frame to capture the GMCP Core Activities...and divided into geographical area of implementation.’¹¹ Subsequent project revisions have adhered to this geographic detailing of outcomes for example, ‘Outcome 1: Indian Ocean States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework’.¹² The activities that are identified within the logframe and the outputs they create do, prima facie, support the outcomes. A fuller list of project objectives and outcomes can be found within the ToR (see Annex I).

The GMCP objective is entirely relevant from a UN perspective as it aligns with the Secretary General’s strategic vision, including Sustainable Development Goals (SDGs). For example, SDG No.16 ‘Peace and Justice’: the GMCP provides normative, analytical and operational assistance to Member States for strengthening the efficiency, effectiveness, fairness and accountability of their criminal justice institutions to tackle transnational crime and terrorism in the maritime domain. The GMCP also impacts in a more tangential manner with other SDGs, for example No.4 ‘Quality Education’ by providing training for enforcement agents around the world to implement and enforce international maritime law, especially in developing countries. In addition, the United Nations Convention on the Law of the Sea of 1982 (UNCLOS) is the fundamental expression of the rules governing general relationships and jurisdictions at sea. The work of GMCP naturally dovetails with promoting and upholding this specific UN Convention.

The GMCP also touches upon and interacts with many UNODC mandated and thematic areas. For example, UNODC is mandated to support the implementation of the United Nations Convention against Transnational Organized Crime (UNTOC) and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially

¹¹ GLOX99 Project Revision November 2015 p.1

¹² GLOX99 Project Revision August 2018 p.3

Women and Children (Trafficking in Persons Protocol), and the Protocol against the Smuggling of Migrants by Land, Sea and Air (Smuggling of Migrants Protocol). Additionally, UNODC has been specifically mandated to coordinate implementation of the UNSCR 2385/17 on charcoal exports from Somalia to prevent terrorism funding.

The role of GMCP within the wider context of maritime crime

To understand the extent to which the GMCP could and should become involved in these broader areas, the issue of what constitutes maritime crime needs to be addressed, since the term is used within the GMCP's objective. The definition of maritime crime used by the GMCP is 'conduct which is perpetrated wholly or partly at sea and is prohibited under applicable national and international law'.¹³ Thus, where commodities (e.g. drugs, arms, people, charcoal etc.) are moved across water the GMCP becomes very relevant, inter-alia its own work and those UNODC Global Programmes (GPs) focused on crime-type mandate implementation. To this end the GMCP has forged relevant links with the thematic Container Control Programme (CCP), the Terrorism Prevention Branch (TPB) Programme, and the Human Trafficking and Migrant Smuggling Section (HTMSS).

There is less clarity however when considering the factors that help facilitate these types of crime, for example, corruption and money laundering. Does it fall within the remit of the GMCP to seek out and tackle these facilitating factors that impact upon maritime crime without those crimes being perpetrated 'wholly or partly at sea'? Whilst it may seem a semantic question, it is important that proper delineation is understood and observed between the GMCP and other UNODC projects and GPs. This will help avoid duplication of effort, assign priorities to the programmes with higher relevance and added value, encourage the leveraging of resources, and reduce the potential for parallel approaches to the same beneficiaries, recipients and donors.

The 2019 annual report highlights the fact that most of the regional offices are to a lesser or greater extent involved in the combating of the following maritime crime activities: terrorism at sea, illicit trafficking (of various substances, commodities and humans), piracy and fishery crimes. The maritime crime areas not covered include environmental crime, cybercrime in the maritime domain and also cultural heritage crimes. This could be seen in the light of the extent to which GMCP activities are influenced by donor-driven demands within the larger scope of maritime crime as highlighted in the section below. This gap in the maritime crime activities of the GMCP is recognised by management as was witnessed by the presentation and information on environmental crime disseminated during the training week in Stellenbosch during September 2019.

GMCP's work with prisons

This also brings into focus the broader question of whether the GMCP should continue to be as heavily involved in prison reform. This component is a legacy from the programme's initial work as the CPP a decade ago, when the focus was on providing a human rights compliant approach to the arrest, detention, prosecution, and repatriation of primarily Somali pirates. During those ten years the GMCP has gained experience and built relationships which have allowed it to continue to attract donor funding and beneficiary support to continue prison reform work. However, through field observation and interviews with the GMCP staff, the prison staff and the inmates in the prisons visited in Somalia and Kenya, the evaluation team found that pirates, and more generally the authors of crime at sea now represent a small minority of inmates (unless one considers all drug users authors of maritime crime, on the grounds that drugs are often smuggled by sea): the relevance of this component to the GMCP is limited. Kamiti Prison (photographed below) in Kenya houses virtually no prisoners on remand or convicted of maritime crime.

¹³ Maritime Crime: A Manual for Criminal Justice Practitioner's, Second Edition 2019, p.3

Image 1. Kamiti Prison in Kenya



Source: Evaluation Team

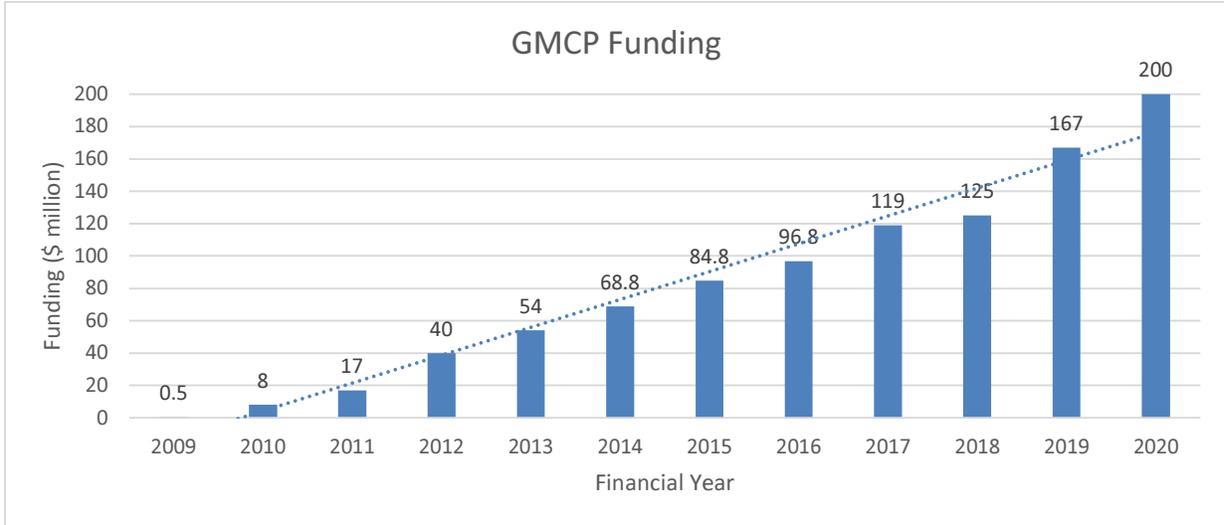
Other programmes may be better suited to implement a wider approach to reintegration (in partnership with CSOs, local community leaders, local self-governance authorities, amongst others), to human rights in prisons (in partnership with NHRIs, CSOs, OHCHR and other UN entities such as the Justice section of the UNODC), and to gender sensitivity (in partnership with CSOs, NHRIs, UNWomen, and UNICEF).

There is even a concern that, while the GMCP conducts work on the penitentiary, with a scope that is limited to the processes inside the prisons, it could be precluding better suited programmes with a more holistic vision of the penitentiary from accessing the work and related funding.

Addressing donor-led demands

In parallel to some legacy issues of the CPP as illustrated by prison reform, there is the ever-present challenge of ensuring their work remains focussed on improving the capacity of member states to tackle maritime crime and not focussing on donor priorities to tackling maritime crime since both are not necessarily synonymous. If donor funding is used as a metric to measure the programme’s relevance, then the GMCP is undoubtedly relevant to donors.

Figure 4. GMCP Funding

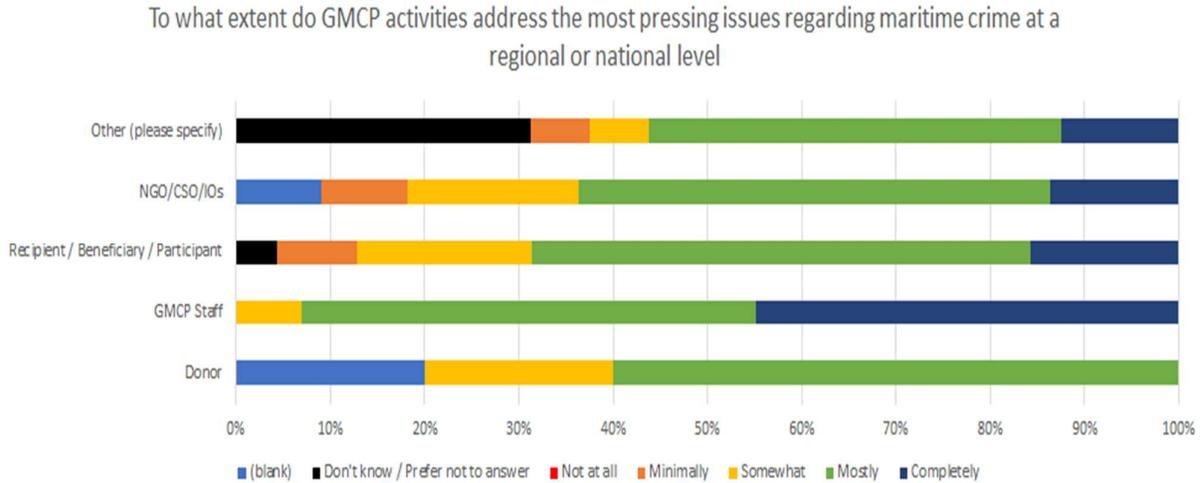


Source: GMCP Funding Spreadsheet 2009 - 2019 / 20 (projected)

The total funding implemented by the CCP at the end of 2009 was US\$500,000. By 31st December 2019 it was US\$179 million and funding as of 21st September 2020 is US\$209 million. Taken in conjunction with the donors’ survey responses, this data shows that the GMCP’s relevance to donors’ strategic objectives contributes to successful fundraising. Interviews with donors further confirmed they viewed the GMCP as relevant.

Encouragingly, the feedback from interviews and the results from the survey as detailed in Figures 5 and 6 suggest that overall, the GMCP addresses beneficiary issues and needs, and does not appear to be unduly swayed by the availability of donor funding.

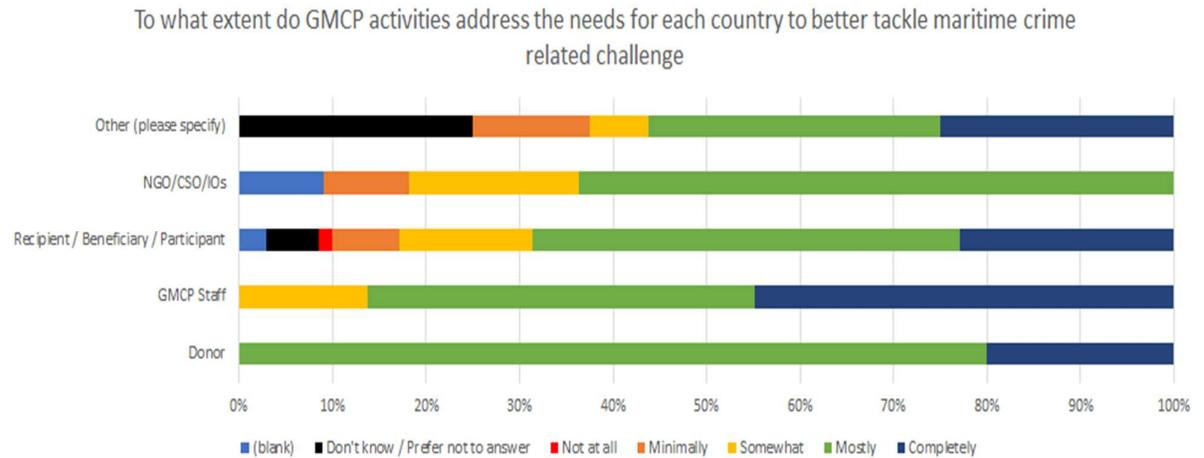
Figure 5. GMCP activities addressing the most pressing issues at a regional or national level



Source: GMCP evaluation survey

Figure 5 above illustrates the majority of all those surveyed within all stakeholder groups viewed the GMCP as addressing pressing issues in maritime crime. A minority of respondents replied that the GMCP 'minimally' addressed the most pressing issues.

Figure 6. GMCP activities addressing the needs for each country in tackling maritime crime



Source: GMCP evaluation survey

Figure 6 above reflects responses to a question about GMCP addressing the needs for each country. It is instructive to compare the results from figures 5 and 6. Across all stakeholder groups the results are remarkably similar. This would suggest that the GMCP, in many cases, has identified both the most pressing issues regionally and nationally, and managed to translate that into activities that fill a national need. Yet this result should not be equated with having necessarily identified the most effective activities in reducing the impact of maritime crime.

Human rights and gender mainstreaming

The GMCP approach envisages human rights-related changes to some extent, including for most vulnerable categories of stakeholders such as victims of crime, smuggled migrants, maritime crime suspects and prison inmates. Although the objectives do not mention human rights, the objective of GLOZ06 references “assistance to victims of piracy”, while GLOX99 and GLOW63 mention “sound rule of law framework”: both could relate to

human rights. At the output level, all projects refer repeatedly to “minimum standards” or “international standards”, but without any explicit reference to human rights. Some activities in GLOZ 06 and GLOX 99 (e.g. under Outputs 1.1. and 1.5 of GLOX 99) refer to the needs of most vulnerable stakeholders, and others refer to “humane conditions” in prisons – without reference, in project documents, to any standards which would define “humane conditions”. These aspects are not addressed at all in GLOW63, even under the outcome related to prisons.

Human rights are not explicitly or systematically mainstreamed in the objectives, outcomes or outputs of the projects. At the time of formulation of these project documents and logframes, and to this day, UNODC has not had a full-fledged framework and guidance on how to mainstream gender into programme analysis and design. At the moment, UNODC provides its staff with the following guidance on aspects which relate to human rights:

- "Better data to monitor violence, trafficking, corruption and access to justice" (UNODC brochure, 2017);
- "Mainstreaming human rights and gender into evaluation" (UNODC Internal guidance note, not dated);
- UNODC and the promotion and protection of human rights" (UNODC Position Paper, 2012). This position paper chiefly highlights a "do no harm" approach to human rights, rather than a human rights analysis-based approach to programme design and implementation;
- UNODC and the sustainable development goals (UNODC brochure, not dated).

Within the GMCP, some human rights-related issues are occasionally included at activity level, but without a coherent approach. Besides, the programmatic approach is not documented from a human rights perspective: project documents do not reference relevant existing documents on human rights (such as the international legal framework/applicable conventions; OHCHR; Universal periodic reviews of the countries concerned; international NGOs’ reports, among others), and do not connect programme objectives with human rights situational analysis.

Interviews and a review of implementation activities during field missions showed, however, that in practice some GMCP employees and immediate beneficiaries do use the activities of the programme to prevent human rights violations, particularly in the context of prison support – but these genuine efforts are not documented by rigorous human rights analysis.

In Kenya, within the prison support component of the GMCP, the human rights situation and needs of the immediate recipients (the prison staff) are not fully analysed and not comprehensively responded to: while their needs in terms of prison security management (which is a precondition for their own safety) are amply addressed, their needs and rights in terms of working and living conditions, as well personal security outside of working hours have not been analysed and addressed by the programme. A gap analysis of their economic and social rights, in particular housing rights and working conditions could have revealed needs which are relevant to the programme: for instance, they are lodged in barracks, both in and out the prison compound, which cause them concern in terms of security and housing standards.

Nor do the programme documents and logframes make any reference to gender equality, either in the presentation of objectives, outcomes or outputs, or in the background analysis, although, at the time of development of these documents, UNODC had some organisational guidelines on gender, especially the 2013 "Guidance note for UNODC staff - Gender mainstreaming in the work of UNODC".

Gender is mentioned as a necessary competency for the GMCP staff and for some staff it is an implicit objective in their work. Yet the programme does not conduct any gender analysis to back these up, which in turn reduces the chance that these efforts are fully relevant to need. Gender transformative results are not a part of the programmatic approach of the GMCP.

There are vast opportunities for increased relevance if gender analysis is conducted. UNODC has developed, or

uses, a number of gender mainstreaming guidance tools, some recently and directly relevant to the GMCP¹⁴:

- "Mainstreaming human rights and gender into evaluation" (UNODC Internal guidance note, not dated).
- UNODC and the sustainable development goals (UNODC brochure, not dated).
- UNODC Strategy for gender equality and the empowerment of women 2018-2021, which envisages the integration of gender transformative results in programming.
- Specific briefs on gender mainstreaming in projects related to corruption, health and livelihood, organised crime and illicit trafficking (directly relevant to the GMCP), and terrorism prevention.
- Toolkit on Gender-Responsive non-custodial measures (UNODC, 2020)
- A Practitioner's Toolkit on Women's Access to Justice Programming (UNODC, 2018)
- The Bangkok Rules-United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders with their Commentary (UNGA, 2011)
- Handbook on Women and Imprisonment
- Information note for criminal justice practitioners on non-custodial measures for women offenders
- E-learning course on Alternatives to Imprisonment for Women Offenders
- Guidelines on drug prevention and treatment for girls and women.

At the same time, UNODC does not possess a body of gender mainstreaming guidelines specifically addressing maritime crime(s). Gender analysis could lead to a better understanding of the root causes of some maritime crimes (such as drugs trafficking and other contraband on sea, small scale illegal fishing, and migrant trafficking). Interviews conducted in the field show that the roles of women among local communities is equivocal. It may fuel maritime crime: some women expect young men to provide for families even illegally and through maritime crime; women, who are in charge of the education of boys, may face such difficulties that they renounce to prevent activities such as drug trafficking and illegal migration. On the contrary, the action of women may be instrumental curbing the crime: women in local communities have huge unexplored potential in the reintegration of offenders and in the prevention of maritime crime; they are also an underused source of legal revenues for families.

In Mombasa region, the GMPC addresses drug trafficking from sea, which interviewees report is affected by root causes which have a strong gender aspect, and impact in local communities. Women police officers and prison staff are actively engaged by the programme. But their specific needs and barriers need to be analysed to make this effort meaningful. The programme made a good step in addressing women's prisons too (albeit only since about a year, much later than men's prisons), but the particular situation and needs of women inmates was not analysed. No gender expertise was mobilized in the prison mentoring, in particular no expertise on the needs of young mothers and infants. The same model is being applied as in male prisons, which leads to failure so far to address serious human rights concerns for these two vulnerable categories.

14 UNODC has also published a series of guidance documents related to gender-based violence, which may be indirectly relevant to the GMCP, in cases where violence against women and girls is identified as a root cause or direct consequence of maritime crime, or takes place in the context of the investigation, prosecution, trial or sentence execution of women offenders in maritime crime: Strengthening Crime Prevention and Criminal Justice Responses to Violence against Women, Handbook on Effective Police Responses to Violence against Women, Training Curriculum on Effective Police Responses to Violence against Women, Handbook on Effective Prosecution Responses to Violence against Women and Girls, Resource Book for Trainers on Effective Prosecution Responses to Violence against Women and Girls, Toolkit on Strengthening the Medico-Legal Response to Sexual Violence, Gender-Related killing of Women and Girls Brochure, Essential services package for women and girls subject to violence. Finally, UNODC also uses a number of other guidelines related to drug use and HIV/AIDS among women, which may be indirectly relevant where drug use (and in some cases HIV/AIDS related to drug use) is a direct cause of consequence of maritime crime, or takes place in the context of prosecution, trial or sentence execution of women offenders in maritime crime: International Standards for the treatment of drug use disorders, discusses services and treatment of women with drug use disorder and includes a chapter on services for special populations, Were you really raped, or did you just not get paid? A Needs Assessment of Women who use Drugs in Four Cities in South Africa, A practical guide "Addressing the specific needs of women who inject drugs: Practical guide for service providers on gender-responsive HIV services", A technical brief "Women who inject drugs and HIV: Addressing specific needs", Women, Drugs, and HIV - Part of Special Issue: UNODC presents Science addressing Drugs and HIV: State of the Art of Harm Reduction, Women and HIV in prison settings, HIV prevention, treatment and care in prisons and other closed settings: a comprehensive package of interventions, includes the availability of gender-responsive interventions as one of their key recommendations. All these documents are available at: https://www.unodc.org/documents/justice-and-prison-reform/Bangkok_Rules_ENG_22032015.pdf

In Benin, the programme addresses illegal fishing. According to an interviewee: “Women play an important role in the lead up to the commitment of fishery crime. The women are the first actors financing fishing entrepreneurship. And men then are under the obligation of paying back this payment/loan. We have to inform women of the effects of illegal fishing. I think that the role of women is important in this crime. Women sponsor the fishermen, pay for boat, repair, pay for gas. When the fisherman takes the money from women they have the obligation to bring fish back. They feel the pressure of breaking the law to pay for that. Women should be made aware of this.”

The programming is inclusive for immediate beneficiaries, as the design of the projects is very demand-oriented, according to interviewees from UNODC and beneficiary institutions alike. However, programme documents and interviews show that it is only marginally inclusive of the end beneficiaries (e.g. local communities). This curtails the programme’s ability to think in terms of impacts. Relevant stakeholders with human rights and gender expertise (e.g. other UN agencies such as UN Women, UNICEF and OHCHR; NHRIs; LOCAL and communities CSOs) are not sufficiently consulted in the project design either.

SUMMARY - RELEVANCE

The GMCP has demonstrated relevance at the strategic level and is viewed as relevant by many stakeholder groups, including donors. It’s relevance at the granular, individual recipient level is not as clear. It is well designed although does – on occasion – appear to step outside its maritime crime mandate - the programme excludes maritime crime issues such as cybercrime, environmental crime and cultural heritage crime while the work in prisons is only tenuously linked to the maritime domain. There is an obvious effort to target human rights issues and gender specificities, but these efforts are not sufficiently underpinned by human rights and gender analysis of maritime crime.

EFFICIENCY

EVALUATION QUESTIONS:

- Were activities efficiently planned, managed, and monitored?

The desk review indicated that activity planning, management and monitoring as reflected in project reports, project revisions, log-frames and risk management registers was undertaken in an efficient and pro-active manner. Both the now largely historic projects GLOZ80, GLOZ81 and XEAX94 and the current GLOX99, GLOZ06 and GLOW63 projects have well-developed log-frames. By-and-large these log-frames identify SMART (sensible, measurable, achievable, realistic, and time-bound) indicators regarding project activity including outcomes and outputs from those activities

For example, GLOZ06 log-frame identifies Outcome 1 “Maritime Law Enforcement authorities in Somalia carry out active patrols up to 12 nautical miles. In line with international law” and an Output 1.1 “Technical support delivered to MLE authorities to enable active patrols”. The indicators developed are a mixture of qualitative and quantitative which are both measurable such as “Maritime Law Enforcement (MLE) authorities are able to carry out patrols independently” and “Fifty Somali MLE personnel are trained to carry out operations in territorial waters in compliance with international law”¹⁵. Subsequently the GMCP GLOZ06 Annual Project Report 2018 states that “March 2018 saw the conclusion of UNODC GMCP’s three-week training course for 15 officers of the Galmudug Maritime Police Unit / Coast Guard from Hobyo”. And, “In Mogadishu, a 2-week theoretical component of GMCP’s basic engineering training was conducted for 14 Maritime Police Unit (MPU) Officers”.

Image 2. GMCP HQ in Colombo, Sri Lanka



Source: Evaluation Team

One aspect that could impact upon efficiency of the GMCP is the location of the programme’s headquarters in Colombo, Sri Lanka (see photograph opposite) rather than Vienna where other Global Programmes base their HQs. There are potential inefficiencies when considering the administration of financial and human resource issues since key UNODC bodies e.g. Financial Resources Management Services (FRMS) and Human Resources Management Services (HRMS) are based in the Vienna International Centre (VIC).

The GMCP have addressed these potential inefficiencies with the establishment of a now four-strong MST based in Vienna, UNODC, which liaises with the appropriate VIC based UNODC administrative functions and other relevant GPs and projects as required. The analysis of interviews suggest that this arrangement works well and the GMCP HQ Team based in Sri Lanka enjoys a good level of Vienna-based UNODC support via the MST. The majority of interviewees responded positively to the field-based location of the GMCP’s headquarters (Colombo), specifically mentioning the better communication and personal interaction. Most interviewees also positively mentioned the shorter lead time to action issues identified in the maritime crime domain which could have an impact on funding availability.

¹⁵ GLOZ06 – LogFrame revised

The GMCP manages many different activities over large and varied geographical areas. This requires delegation of responsibility for the efficient management of these activities to the various GMCP Team Leaders. The GMCP staff interviewed at all levels displayed a clear understanding of their roles and responsibilities and are sufficiently empowered to fulfil them. The Sri Lankan based GMCP HQ Team maintain close communication with those TMs and their staff via weekly conference calls and their annual training week, and as of 2017 an annual planning/coordination event. There were no inefficiencies in this arrangement and each team was well briefed on relevant activities in other teams with the GMCP HQ Team fulfilling a coordinating role.

Table 1. GMCP activities, outputs, and outcomes

2019 Staff Handbook		2018 Annual Report / 2020 Planning Week	
“How we do it” (Outputs/Activities)	“What we do” (Outcomes)	Achievements & Updates (Activities/Outputs)	Unaligned Outcomes
Supporting law enforcement agencies with evidence production, safe, post-trial destruction and related matters	Training law enforcement officials	Training of Trainers and Mentoring	Reducing fishery crimes
Supporting interdiction from evidence recovery	Training legal practitioners		
Providing interpretation, transcription and other court support, production and delivery of simulated trials, simulated joint investigations and simulated controlled operations	Establish capacity to investigate maritime crime	Prosecution Network Forum	Improving prison infrastructure and safety
Training prison staff in the management of foreign national prisoners held for maritime crimes	Establish capacity to prosecute maritime crime	Simulated trials	
Introduction of systems to manage intelligence in the prison environment	Establish capability to manage prisoners detained for maritime crime	PVE in Prisons	
Advice on the design, implementation and operation of an MDA capability	Improving maritime domain awareness	Prisoner Transfer	
Design and provision of infrastructure to support operations	Provision of infrastructure and equipment to support maritime crime law enforcement	Training/mentoring prison staff	
Selection & procurement of equipment to support MLE operations	Assessment of threats, capacity and needs	Building prison/court infrastructure	
Evaluation of maritime crime threats and trends	Legislative assistance	Training, needs/capacity assessment	
Assessment of existing MLE capacity	Establishing operational protocols	Procurement of Equipment	
Analysis of needs to address maritime crime	Mentoring at the operational and tactic levels	Satellite Imagery	
Drafting bibliography that summarizes the applicable maritime crime legislation	Improving regional coordination	Biometric / facial recognition / database management	
Support in the drafting & implementation of routines for search, seizure, analysis and custody of evidence linked to maritime crime		Training, needs/capacity assessment	
Mentoring maritime law enforcement agencies in operational planning, resourcing, mission design and accomplishment		Support in drafting bills / legal mentoring	
Mentoring in boat handling, maintenance, vessel searches and evidence handling, custody and analysis		Legal Framework Reviews / Gap Analysis	
Support with integration of relevant regional maritime organizations		VBSS Curriculum Development	
		VBSS/MLE Training	
		Construction of VBSS facilities	
		Development of tech. expertise for regional cooperation	
		Southern route partnership / MLE dialogues / TROIKA	

Source: Evaluation team based on Programme Information

Table 1 above illustrates some of the complexity of planning and managing GMCP activity. It indicates how the activities of the programme are aligned to the results framework highlighted in the 2019 Staff Handbook and how the different teams reported them in the 2018 annual report and managerial coordination meetings. The results reported on and planned for are mostly aligned with the programme results framework. The breadth and depth of GMCP activity across its Teams over a sustained period suggest the programme is efficient in managing activity delivery. It is testament to the GMCP HQ Team and the structures and personnel it has in place that planning and managing activities works well. Of the two ‘unaligned’ outcomes the fishery crimes aspect is now being given suitable consideration after the recent evaluation of UNODC’s FishNET programme recommended closer collaboration and coordination with the GMCP on this crime type (although GMCP was collaborating with the GP on Wildlife and Forest Crime in this area)¹⁶. This evaluation supports the FishNET recommendation on the understanding it will bring GMCPs fishery crime outcomes into broader UNODC alignment.

16 Recommendation 2 – Effectiveness/sustainability (GP cooperation on substance matter)

Coordination on substance matter was initially an aspiration, partly as the GPWLCF had to focus on awareness-raising. Scope for synergies exist as both GPs target the criminal justice chain concerning fisheries crime, although different countries were selected by the GPs for FishNET activities thus far. Furthermore, cooperation has not yet taken place with the GMCP, which also covers fisheries crime. In the remaining FishNET phase I period and in phase II, it is therefore recommended to strengthen coordination on substance matter and to create synergies and develop ‘regional champions’, including by a) selecting at least three countries in three regions to target GPWLCF and CCP activities; b) reaching out to GMCP to build on their networks and to align FishNET activities with their activities and results while also considering joint activities, and; c) identify opportunities to undertake joint technical assessments (FishNET project team, with support of GPWLCF/CCP regional staff)

Better synergies between the FishNET and the GMCP are also an archetypical opportunity for better HRGE-oriented programming: illegal fishing, as a maritime crime, has severe economic and social rights consequences on the coastal communities, which in turn, and in the absence of opportunities for women to provide revenues, makes men among these communities vulnerable to recruitment by organised crime (e.g. for drug trafficking by sea). Working more on the nexus between the various types of crime, and therefore through inter-programme cooperation, with a human rights and gender lens, could enable durable prevention of organised crime at sea and in coastal areas.

Table 2. Activities and outputs by region 2018 as recorded in GMCP reporting tools

Thematic Area / Pillar	Component	Activity	Atlantic Ocean	West Indian Ocean	East Indian Ocean	ESARS	IAC - MED	Pacific Ocean
MLE	MDA	Satellite Imagery	X		X	X		
		Procurement of Equipment (boat, spares, comms, radar, materials)	X	X	X	X		
		Training Needs/Capacity Assessment		X	X	X		
		Technical expertise for regional cooperation						X
	VBSS	VBSS curriculum development						X
		Construction of VBSS facilities/training (including Ship in a Box)		X	X	X	X	X
		VBSS and in country MLE training	X	X		X		
	Training/Mentoring/Capacity-Building of MLE authorities	Joint VBSS training						X
		ToT sessions	X					
		Mentoring (including support of ongoing cases)	X					
	Coordination/Cooperation-building	Southern Route Partnership		X				
		MLE Dialogues						X
		TROKA/Trilateral Planning Cell		X				
National Cooperation in MLE		X						
Fishery Crimes (in coordination with Wildlife and Forest Crimes and FAO)	International Cooperation in MLE	X					X	
	Capacity building of MLE officers	X						
Legal (Prosecution, Adjudication, Detention) Capacity Building Judicial System	Legislative Support	Legal Framework Reviews / Gap Assessments		X				X
		Support in Drafting/Approval of Bills / Legal Mentoring	X					
	Simulated Trials		X		X		X	
				X				
	Prosecution Network Forum	OPMC, LETF		X				
		Prosecutors' Network and Learning Exchange						X
Training/Mentoring	Judicial Training/Mentoring	X	X					
	Biometric / Facial Recognition		X					
Infrastructure and Equipment Support	Database Management		X	X				
Prison (in coordination with Criminal Justice)	Capacity Building of Prison Staff	PVE in Prisons (incl. vocational training)		X		X		
		Prisoner Transfer			X			
		Building Infrastructure (Court rooms / prisons)		X		X		
		Capacity building of prison staff		X				
		Mentoring of senior prison staff				X		

Source: Evaluation Team based on Programme Data

Efficiently managing the diversity of contexts, teams, and activities as evidenced in Table 1, requires a strong reporting structure. Table 2 above details the spread of activities as recorded by GMCP reporting tools. Programme implementation is monitored by the GMCP MST which follows implementation in the individual sub-programmes. This is done in close cooperation with the Quality Control Unit under the Integrated Programme and Oversight Branch (IPB). The focus of the monitoring is built around measuring the KPIs developed within the logical frameworks for each project. As noted previously the indicators are SMART and they are tracked and monitored. Yet there are elements of the monitoring and evaluation regime of the GMCP which could be improved, and this is further elaborated within the effectiveness section.

Whilst planning and managing GMCP activities, the programme has taken a pro-active approach in attempting to ensure gender balance. In most instances where the programme has direct influence over this aspect, it has exercised that influence. Gender parity has been achieved within the GMCP staff as a whole and at senior P level (who have the greater responsibility for the efficient planning, managing, and monitoring of activities) with 11 female and 10 male staff as at 7 April 2020.

Efforts need to be sustained to identify potential women candidates for the most operational positions (e.g. in law enforcement and penitentiary, if the latter is maintained). As an illustration, in Kenya, the prison mentor is very senior and highly experienced in penitentiary reform and prison management but has no experience or expertise on women's prisons. Outside the one female GMCP prison mentor in Kenya his sources on this issue are limited to available publications online. The evaluation team observed that some of the specific needs of female inmates, especially expectant and new mothers, were not well understood or addressed. While the

evaluation team acknowledges the difficulty to recruit female staff in such operational positions, from among professions which are not gender balanced worldwide, the GMCP could regularly procure short-term gender-based expertise in these professional fields, in order to bridge this gap.

SUMMARY – EFFICIENCY

The planning, management, and monitoring of GMCP activities are efficient. The Team structures, processes, and procedures put in place function well, with the skills of the MST, Vienna, UNODC at its core. The results of almost all of the interviews during the various field visits, highlighted the fact that the efficiency in delivery of GMCP activities are enhanced by having the GMCP HQ Team HQ based in the field (Sri Lanka), resulting in a closer cooperation and trust building with relevant stakeholder groups including donors and the political and beneficiary levels.

EFFECTIVENESS

EVALUATION QUESTIONS:

- To what extent was any progress made toward GMCP objectives due to the result of GMCP activities' rather than to external factors?
- Were unforeseen challenges to the implementation of the programme handled effectively?

GMCP documentation¹⁷ details the overall objective of the Programme as to *“improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework.”* Project GLOW63 which commenced on 1st January 2019 and is a vehicle for the GMCP to work with EU-sub programmes in tackling Maritime crime, is twinned with GLOX99 and has a Project objective to ensure *“National criminal justice systems effectively respond to maritime crime within a sound rule of law framework.”*¹⁸

Regarding the effectiveness of the GMCP in reaching its objective, various indicators can be identified from project documentation and reporting tools. As noted earlier the design of the logical frameworks for the projects appear sound with activities contributing to outputs, outcomes and ultimately the overarching GMCP objective. Within those project logical frameworks there exist several indicators to help monitor activity delivery. These are consistently measured and reported upon by the GMCP within their various annual and semi-annual reports and project revisions. For example, Output 4.2 of GLOX99 *“Training to law enforcement officials, prosecutors, judges, corrections staff and other criminal justice officials involved in countering maritime crime delivered”*, with the indicator *“100 law enforcement officers, prosecutors and judges trained”*.¹⁹ The report then states that 114 coastguards were trained and, *“the investment in training and mentoring paid dividends as the Somaliland Coastguard conducted successful operations targeting; smuggling and trafficking of contraband, people, and wildlife; and Search and Rescue”*.

This process of identifying and monitoring the indicators and linking them to outputs and outcomes reflects the programme’s adoption of a results-based management (RBM) approach. Nonetheless, the evaluation identified areas where this RBM approach could be matured so that lessons identified, and good practice were systemically recorded and evaluated. It has been observed from the GMCP Annual Planning Week and the weekly GMCP Team Management meetings that these are exchanged on an ad-hoc basis. Greater benefit may be derived through a more systemic approach to evaluating these aspects.

¹⁷ GLOZ06 – LogFrame revised p.1 and GLOX99 – LogFrame revised p.1

¹⁸ GLOW63 – LogFrame revised p.1

¹⁹ GLOX99 2018 Annual Progress Report p.29

Image 3. GMCP VBSS Training



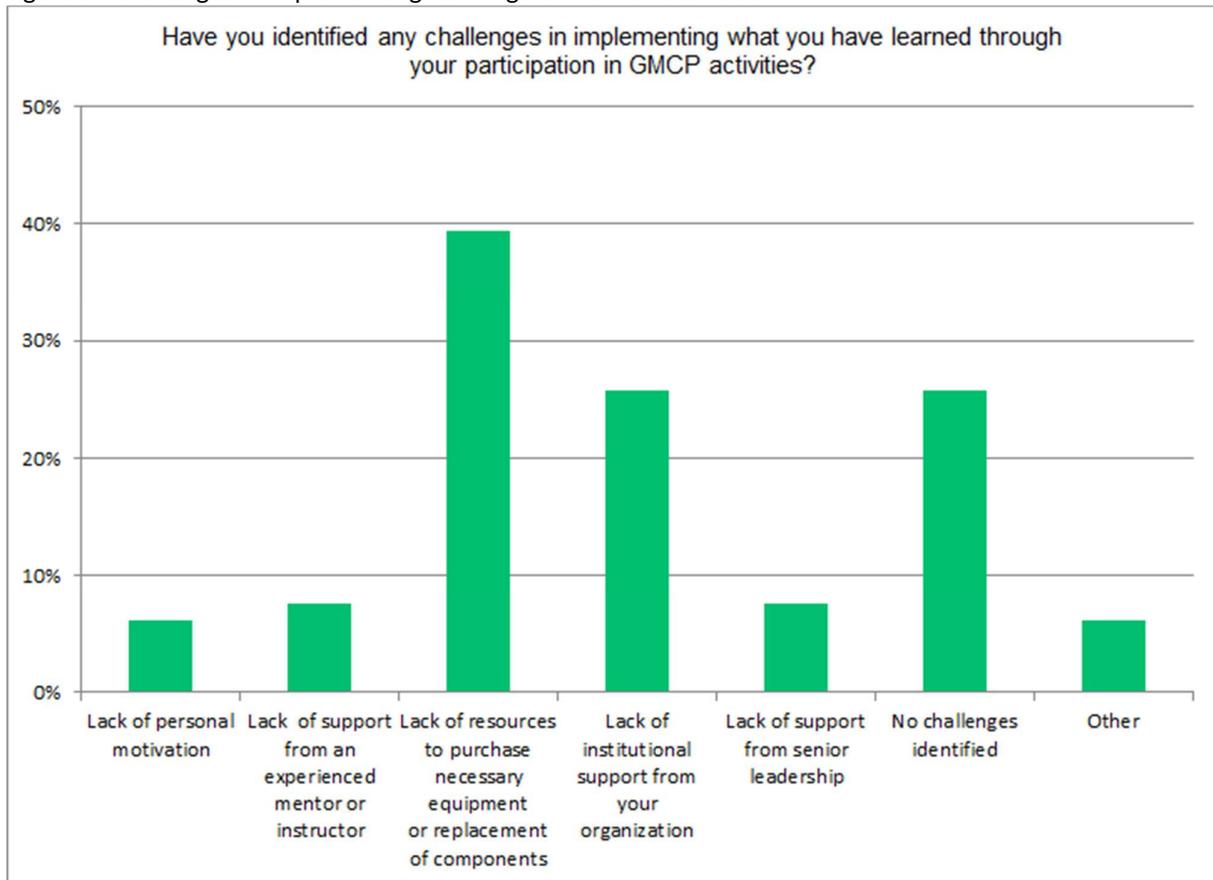
Source: Evaluation Team

This would be of importance where activities stretch across many different GMCP Teams. Reports by the GMCP show that Visit, Board, Search, and Seizure (VBSS) training in one form or another is delivered by every GMCP field-based Team. The photograph opposite shows a VBSS training in process. All sources used for this evaluation confirmed the value of this type of training from a participant and national beneficiary perspective. The training was highly praised and the introduction of prosecutors to the VBSS training in Trincomalee, Sri Lanka was highlighted by both law enforcement officers and prosecutors as good practice.

The mechanism within the GMCP to ensure this feedback is captured, evaluated, and outcomes disseminated to appropriate GMCP staff is not clear. The GMCP processes and procedures, although they include monitoring and evaluation, has not so far, embedded learning about outcomes into this work.

The results from the survey for this evaluation demonstrate the importance of this type of critical self-examination. Figure 6 below details the potential shortcomings to the effectiveness of GMCP activity.

Figure 6. Challenges in implementing learning from GMCP activities



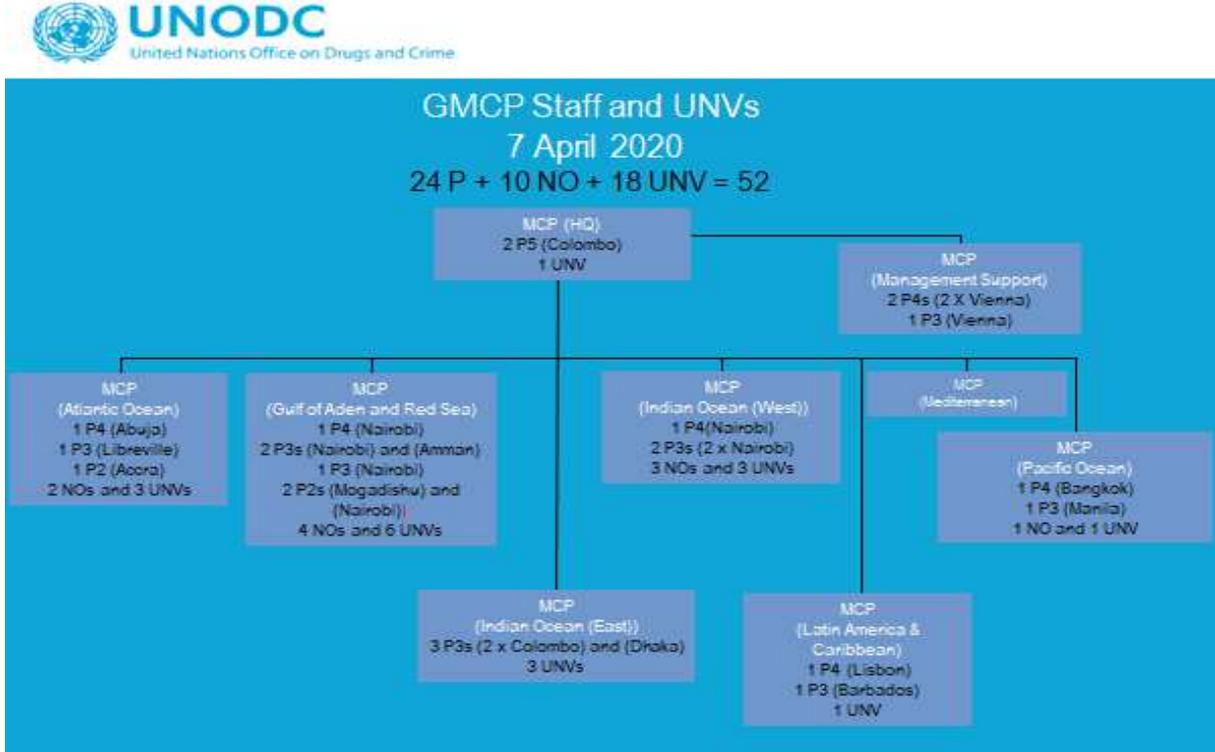
Source: GMCP evaluation survey

As can be noted, the greatest challenge in implementing learning is the lack of resources to purchase necessary equipment / replacement of components. Thus, an approach that provides training in areas that will subsequently require initial or continued funding (e.g. maintaining coastguard equipment) needs to take

cognisance of that fact and ensure it is accounted for in the planning.

One of the key elements in determining the effectiveness of GMCP delivery is the level of field presence. Since its inception the GMCP has located its HQ in the field. Initially at the United Nations Office in Nairobi (UNON) and now in Colombo, Sri Lanka.

Table 3. GMCP Staffing as at 7th April 2020



Source: GMCP HQ Team response to evaluators' request

A strong field presence, noted as a factor for efficiency, also appears to confer certain advantages for the GMCP's effectiveness in delivering its intended results. Feedback from all stakeholder groups highlighted the value of relationship building, which stems from this field presence, and which in turns increases the speed and accuracy with which the GMCP can react to evolving circumstances, thus making widespread and continuous field presence an important success factor for effectiveness. An example consistently provided from many different sources involved the terrorist attacks in Colombo on the 21st April 2019. The GMCP HQ Team, due primarily to the political relationships it had developed during its time in Colombo, brokered a meeting with appropriate Sri Lankan authorities and TPB of UNODC to provide advice, support and facilitate broader UN assistance. The brokering of the meeting was achieved within 48 hours of the attack.

This strength of field presence also appears to provide opportunity to ensure relationships among the GMCP stakeholders are maintained and strengthened, thus leading to more effective delivery of outputs and outcomes. Regular meetings with relevant stakeholder groups are held along with the two-weekly GMCP newsletter. The ability to bring stakeholders together to see activity delivery in practice (e.g. the VBSS training in Trincomalee November 2019) confers much appreciation of – and goodwill toward – GMCP work. It also makes it easier for the GMCP to highlight areas where additional donor funding could be effectively deployed. Yet there is still a need to ensure a strong presence at HQ in Vienna given all the administrative functions that are seated there along with the various international permanent representatives etc. The GMCP has deployed a robust MST to Vienna to ensure those critical links are maintained.

From the effective implementation of human rights perspective, the programme documents mostly refer to ensuring that the programme implementation itself is compliant with human rights standards. For instance, the GMCP handbook refers to UN Human Rights Due Diligence Policy. This handbook further mentions what would qualify as human rights mainstreaming, with the inclusion of human rights issues in the most important trainings delivered by the programmes. In addition, interviews and document analysis show that fair and efficient law enforcement and justice system regarding maritime crime are at the core of the programme: the GMCP presentation video states that “the very basis of the GMCP was ensuring that piracy suspects underwent a fair and efficient judicial process”. A significant number of activities have also been implemented for the express purpose of human rights implementation by the programme’s direct beneficiaries: training of judges and prosecutors on guaranteeing the human rights of defendants, fight against trafficking in human beings, construction or rehabilitation of court and prison buildings (Indian Ocean), human rights compliance trainings for prison staff or police officers (Indian and Pacific Oceans), and establishment of human rights compliant standard operating procedures as well as due process for evidence gathering towards sound prosecution (Ghana).

The GMCP further appears to contribute to the respect for the human rights of law enforcement officers, by ensuring their safety through standard safety procedures and exercises or building of decent working facilities for coast guards in (Somalia). The GMCP publications clearly demonstrate the programme’s commitment to human rights: for instance, the Manual for Criminal Justice Practitioners comprises a large section on all positive and negative human rights obligations of professionals throughout the judicial chain.

Where the GMCP has intervened with a human rights agenda, there have been some positive results. For instance, in Kenya and Somalia, the increased efficiency of GMCP-supported courts leads to better respect for the rights of the parties to the procedure: because trials are conducted within deadlines, the backlog is reduced and parties have their judgement in better time, which is part of their right to due process of law. The quality of the prosecution and trial is also increased. The field mission to Kenya showed that men’s prisons, where the GMCP has been active for longer, uphold human rights standards significantly better than women prisons, where the GMCP only recently started to work. This difference shows the GMCP’s ability to deliver human rights results, however it also raises serious questions on the place of gender in the programming.

GMCP-supported trainings and manuals systematically include components and good practices on human rights standards and their implementation by the law enforcement, judicial, or penitentiary authorities. Beneficiaries who are trained by the GMCP are generally more aware of human rights obligations after the trainings than before. This is confirmed by survey results and by interviews in the field. Some law enforcement- or security-oriented results (like the use of CCTV in prison) can lead to the prevention of human rights abuse (e.g. identification of misconduct of officers/inmates towards other inmates, and corresponding evidence in disciplinary cases).

However, the GMCP does not always concretely support its beneficiaries to practice the human rights standards they have learned about. Besides, the programme has a rather exclusive relation to a limited range of beneficiaries. In some cases, the GMCP does not use the potential of partnership with NGOs and other UN agencies, although such partnerships could provide opportunities to increase the effectiveness of human rights mainstreaming. For instance, human rights components of trainings could be provided in partnership with local or international NGOs, or with NHRIs, where these have the capacity.

Effectiveness in gender transformative results is less obvious. A variety of activities are undertaken to facilitate the entry of women in at-sea law enforcement roles. The GMCP presentation video states that “The maritime industries are very much male-dominated, and so are law enforcement agencies but we are very proud of our role in promoting the role of women in maritime law enforcement”. Women in law enforcement, judiciary and (to a lesser extent) penitentiary administration who have been supported by the GMCP have clearly turned into agents of change. However, the GMCP does not conduct deeper analysis and targeting of the specific barriers they face, especially in law enforcement (e.g. equipment of boats within maritime police), so-doing could multiply gender effectiveness greatly.

The GMCP beneficiaries are far from gender balanced. For instance, despite a conscious effort to facilitate access to female informants, approximately two-thirds were male. Of the female informants the majority were international staff. The GMCP can hardly be blamed for a gender imbalance within the ranks of the law enforcement and penitentiary institutions. At the same time, the GMCP has not yet conducted a full-fledged gender analysis of the crimes addressed, their root causes and impacts, as well as of the situation of men and women within the agencies targeted by the programme, which could have informed the programme to address the gender imbalance among the GMCP beneficiaries. Where the programme addressed the specific needs of women, it started to do so only recently. Thus, there is a significant gap between the results achieved, for example in women’s versus men’s prisons. Besides, the programme did not appear to conduct different or additional activities in women’s prisons, thus disregarding the specific needs of female inmates, e.g. expectant and new mothers and their infants/young children. The evaluation team was concerned about the rights of these end beneficiaries.

SUMMARY – EFFECTIVENESS

There is general agreement that GMCP activity is effective in helping to reduce maritime crime and at an individual level their activities are well received. There are opportunities for improvement in capturing the learning from the results which are effectively delivered. A key element of effective delivery is the programme’s strong field presence. Human rights and gender recognised as important but are not routinely integrated into GMCP activity design.

IMPACT

EVALUATION QUESTIONS:

- What are the intended or unintended (positive and negative) impacts and long-term results of the project?

The GMCP makes ad-hoc references in its project documentation to various impact(s) that their activities have achieved. For example, “In Shanzu and Mombasa Law Court the digitisation of 15,080 paper files exceeded the target set for uploading 14,000 case files and has already proved its impact by reducing the time taken in locating files as well as creating additional storage spaces”.²⁰ And the GMCP notes in most of its progress reports that “GMCP organizes regular briefings and visits to projects to keep counterparts abreast with the progress and impact of activities”.²¹ Furthermore, each GMCP Team provides ‘Impact stories’²².

Yet, there does not appear to be any centralised or systemic method for gathering and evidencing impact: reporting on indicators alone, even sensible ones, is not sufficient to capture the variety of impacts, and how they contribute to broader changes - especially as regarding unintended impacts, whether positive or negative. Despite the attention to detail that the GMCP gives to its logframe development and project revision documentation, there is no express catalogue of programme impact. Within the increase of maturity levels of RBM systems, it is reasonable to expect that the development of impact-level indicators and their link with programme outputs and outcomes requires more effort. Interviews show that GMCP staff focus mostly on outputs, somewhat on outcomes, but do not clearly articulate to what impacts the GMCP contributes. The reporting also lacks in presenting how the GMCP contributes to these impacts, and how these impacts could be experienced by the end beneficiaries.

²⁰ GLOX99 and GLOZ06 – Annual Project Progress Reports 2016 to 2018 inclusive

²¹ GLOX99 – Annual Project Progress Report 2018 p.73

²² GMCP Annual Report 2018

In addition, the GMPC defines its direct beneficiaries as its key targets (e.g. law enforcement institutions, judicial practitioners, among others), and limited attention is placed on final beneficiaries (e.g. the populations of the countries considered). This curtails the programme's ability to gather a complete picture of the impact of their activities. This evaluation considered looking at impact under four broad headings to try and assess the overall impact of the GMCP, namely:

1. Maritime Governance;
2. Ability, readiness and willingness of law enforcement and judicial institutions to identify, investigate and prosecute maritime crimes;
3. Impacts on the emergence of country/regional/global networks of change agents in countering maritime crime;
4. Human Rights and Gender.

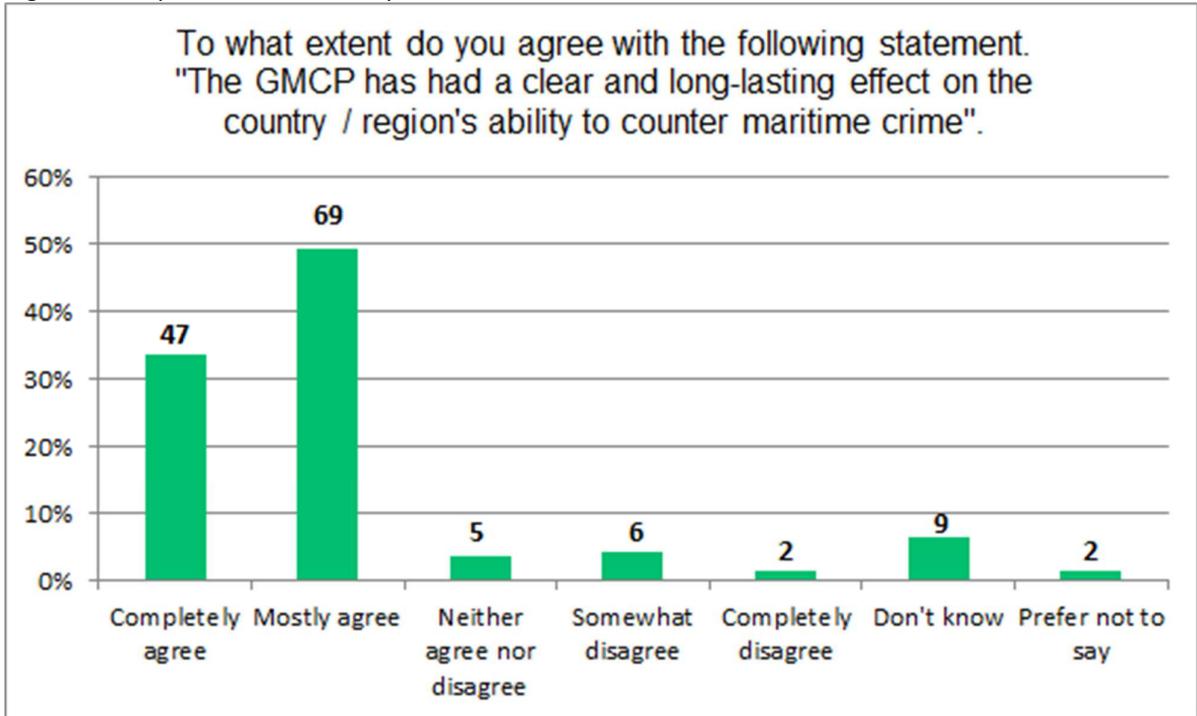
There was insufficient data to be able to assess impact under those broad areas however, within the targeted stakeholder groups, especially the donor community, there is an agreement that GMCP activity is generally impact orientated.

The impact of GMCP activity is often described in terms of tangible results delivered in the field. For example, the construction of prison facilities, the supply of dhows for training purposes, the provision of boats, engines, equipment for coastguards and the supply of facial recognition equipment. Another example is legislative support: the GMCP has been instrumental in strengthening the legal frameworks for maritime security in countries like Benin in order to enhance maritime governance, as can be witnessed by the many relevant laws passed and some in final stages of enactment. Additionally, this description of impact is often accompanied by an appreciation for the ability of the GMCP to deliver these results in challenging environments such as Somalia and Yemen.

These may not be strictly defined as impacts, more accurately outputs, and often, there is a lack of demonstration, in the GMCP's reporting or in the statements made by the staff and counterparts during interviews, of how such outputs contribute to outcomes and eventually impacts. In some cases, interviews have revealed that the conditions for the GMCP's contributions to lead to impact, are not yet met. Legislative support provides a good example of this: despite contribution to new legislation at the output level in Benin and other countries, there is still a great need in many West African countries for aligning their legislation, policies and/or practice at the international level in order to secure impact on countering maritime crime.

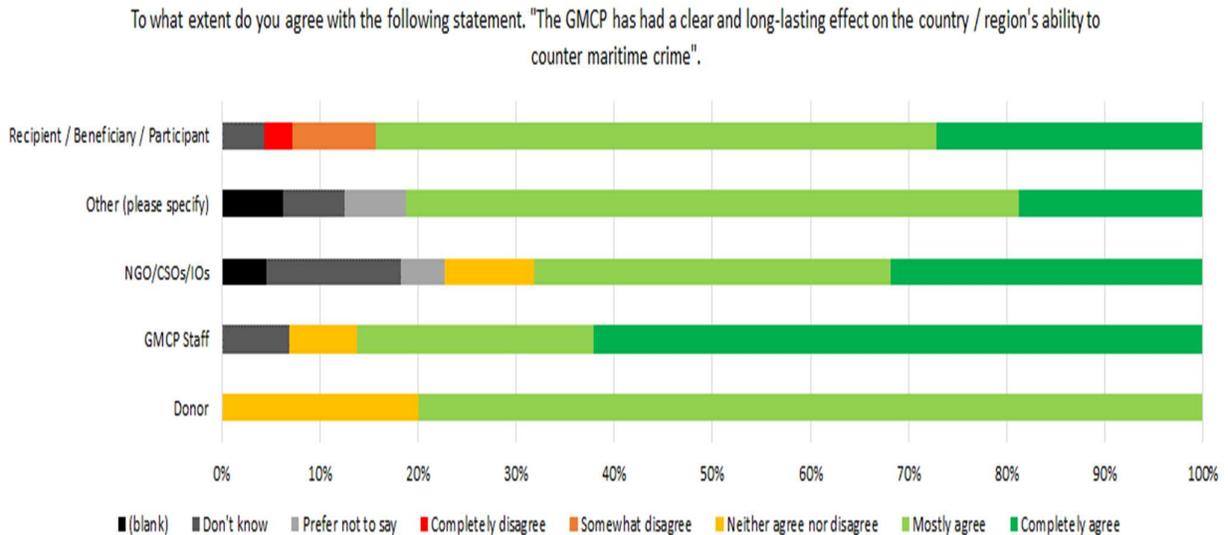
Therefore, stronger definition of expected impacts, and regular monitoring of contribution to these impacts, would increase the GMCP's ability to identify, demonstrate, and steer its impacts more explicitly. This could, in turn, increase the relevance of the GMCP by focusing more closely and more proactively on these intended impacts. Yet, there is an acceptance that the delivery of such outputs has led to positive impact, for example human rights compliant arrest and detention of piracy suspects.

Figure 7. Impact of GMCP activity



Source: GMCP evaluation survey

Figure 8. Impact of GMCP activity by stakeholder group



Source: GMCP evaluation survey

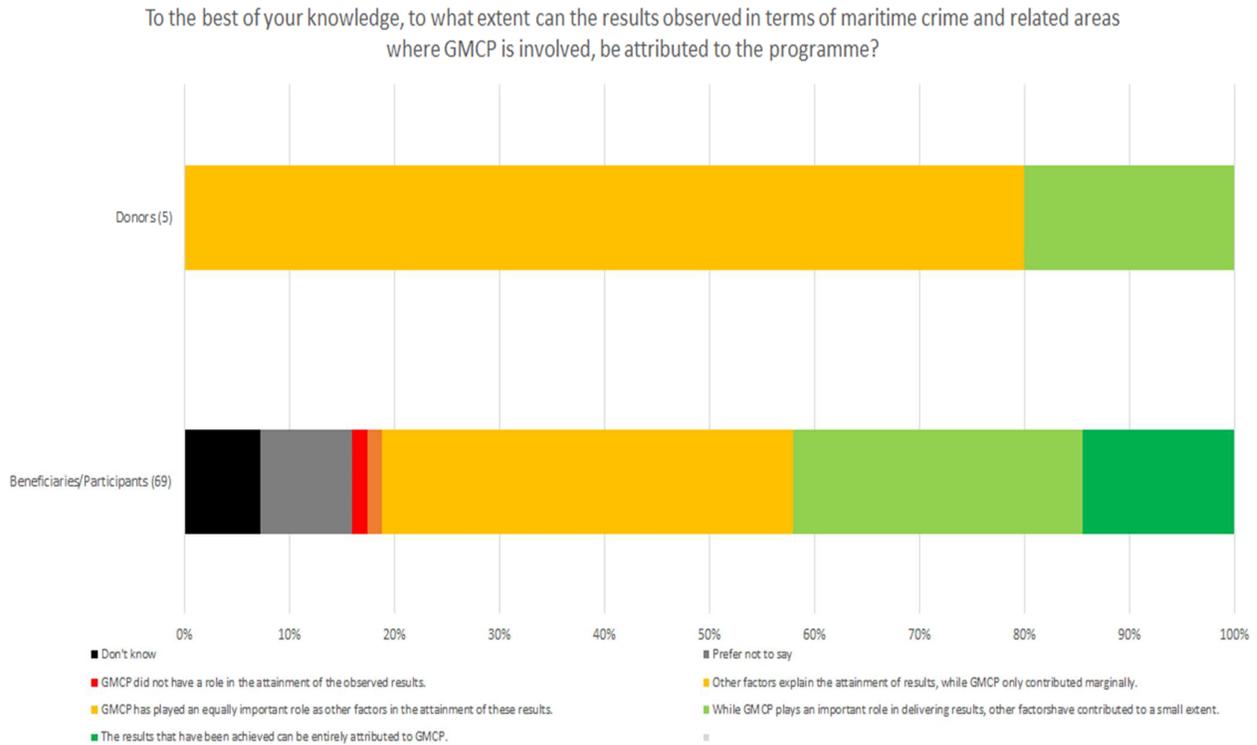
Figures 7 and 8 above illustrate the perception of the various stakeholder groups when considering the longer-term impact of the programme in countering maritime crime. All stakeholder groups comfortably give a majority to the 'mostly agree' and 'completely agree' options (over 80%). It is instructive that the most positive response was given by GMCP staff. This may suggest that there is a small disconnect between what GMCP staff believe is impactful and what the other stakeholder groups' perception of longer-term impact.

This tends to support the earlier finding that greater effort must be invested into monitoring and evaluating outputs and outcomes as they contribute to impact, outside the numerical counting of the predetermined

indicators. The collection of ‘impact stories’ is a step in the right direction and this qualitative approach to assessing sustainability should be enhanced. As noted, the progress toward full RBM implementation will strongly assist in this area.

It must be recognised that in the arena of countering maritime crime there are many different national and international actors, each with their own mandates and approaches to tackling the issue. This creates an environment where attributing success to any one programme or actor when considering the extent of its impact at the strategic level (i.e. reduction in maritime crime) is impossible.

Figure 9. GMCP activities contributing to maritime crime results



Source: GMCP evaluation survey

Figure 9 above illustrates that two key stakeholder groups (donors and beneficiaries / recipients) view the GMCP as being at least as influential as other factors in achieving results in tackling maritime crime. This would have to be viewed as an effective contribution to the strategic objective of the GMCP and of those stakeholder groups.

From the more granular perspective it is simpler to judge and assess the impact of a range of activities directed toward improving one specific aspect of tackling maritime crime. For example, the aspect of improving maritime governance by ‘improving the rule of law at sea by supporting member states in maritime activities on land and at sea’²³. Within this broad area there are many examples of GMCP intervention having a positive impact. Taking just the Atlantic Ocean team as an example:

- The appointment of a maritime prefect in Benin in 2015 did much to enhance governance and interagency cooperation and the assistance of the GMCP in this regard was mentioned by many of the interviewees.

- Capacity building and training received from GMCP consultants in West Africa resulted in better understanding of maritime crime as well as much better Interagency cooperation.
- Capacity building in the Nigerian Navy with GMCP delivered training bringing together 22 different Nigerian agencies operating in law enforcement to share information and intelligence and conduct joint operations to create an environment of trust.
- The positive role of GMCPs consultant was highlighted along with the speed with which the GMCP managed to bring the activity to fruition.

Image 4. Simulated Trial activity in Benin, December 2019



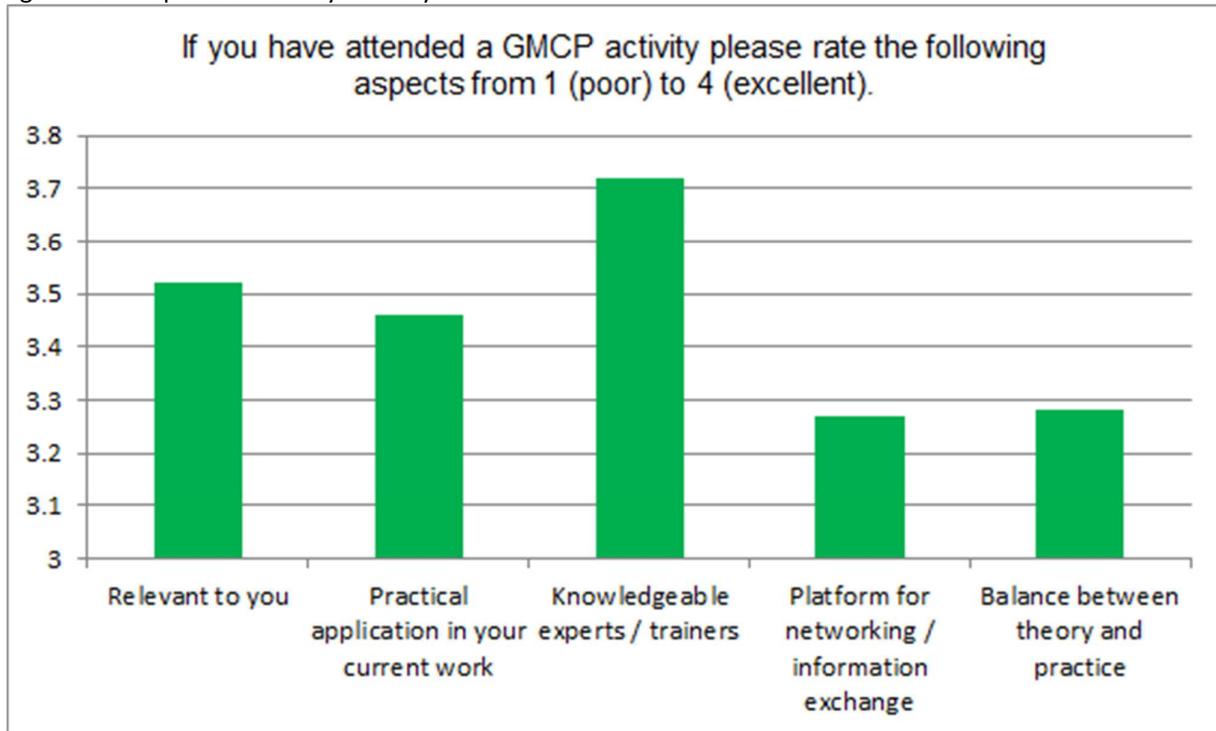
Source: Evaluation Team

Table 2 (see p.18) details twenty-eight different GMCP activities and many of those activities are made up of other additional activities. For example, the activity 'Judicial training / mentoring' in the Atlantic Ocean Team consisted of:

- mentoring prosecutors within the Directorate of Public Prosecution daily
- providing formal law of the sea training to twenty prosecutors
- engaging in the 'simulated trial' activity
- observing court work to enhance trial advocacy skills.

This plethora of activity creates difficulties in assessing which may have the greatest impact. Previous comments in this report regarding monitoring and evaluating outputs and outcomes apply. With a more systemic approach to evaluating outcomes and impact, a more nuanced approach to activity selection and development could be achieved. The data gathered for this evaluation can give some insight into certain aspects of activity delivery.

Figure 10. Aspects of activity delivery



Source: GMCP evaluation survey

From figure 10 above it appears that the GMCP is adept at identifying knowledgeable experts to contribute to activity delivery. This is confirmed through interviews and observation where many examples were provided including the role of the Kenyan prison mentor and the VBSS trainers in Trincomalee, Sri Lanka. Graph 6 (see p.20) tends to confirm this hypothesis as the ‘lack of support from an experienced mentor / trainer’ was not viewed as a major challenge to the implementation of activity learning. All the five criteria scored relatively well. Further reporting from other Teams (AO, IO West, and GARS) highlight the positive aspects of having a mentoring aspect to their programming.

Increased security at sea has an overall a positive impact on the human rights of the users of the sea: by reducing, even marginally, the incidence of maritime crime, it also reduces the human rights violations resulting from the crimes itself (e.g. consequences on the victims of trafficking in human beings at sea, on the communities falling victims of illegal fishing and over-exploitation of sea resources, of attacks on ships, etc.) At a more granular level, the evolution of the human rights situation at sea and of the stakeholders of maritime crime is, however worth analysing further: the programme could gain a better understanding of its impact by conducting regular human rights impact analysis per country.

The upholding of human rights standards in the beneficiary countries is not always fully understood or considered, which reduces the programme’s ability to anticipate the human rights impact of its intervention. In at least one case, the GMCP support opened the possibility of regression in the protection or respect for human rights, without applying due diligence analysis. The logframe of the GLOX 99 (Output 1.6) envisages the transfer of technologies to the Bangladeshi authorities for the fight against maritime and serious crime. The only success indicator is the number of new technologies transferred, without any additional indicator on considerations of the human rights compliance of their usage, or of the safeguards in place. The GMCP provided face recognition in the ports of Bangladesh, however there is no assessment of whether the legislative framework comprises the safeguards necessary to ensure the software is used in compliance with human rights, and the evaluation team found no trace of an analysis conducted to ascertain the absence of human rights violation. Given the high human rights violation potential of face recognition technologies, human rights due diligence commands such analysis, and suspension of provision of this technology until the necessary

safeguards are adopted by the national authorities, in law, policy and practice (e.g. related training).

While it is beyond the remits of this evaluation to investigate the human rights impact of every activity of implemented by the GMCP, these instances point to the need for the GMCP to include human rights analysis, at least ex-ante, as a part of its programming process. Gender impact (as opposed to immediate results) is not documented in the programme progress reporting. Besides, in the absence of any baseline gender analysis of the crime, its stakeholders, root causes, fuelling or limiting factors, and impact, it is virtually impossible to ascertain the gender impact of the programme.

The GMCP had one large, unintended, and positive impact. Due to its location in the field and having a strong presence in Colombo, Sri Lanka the GMCP managed to leverage its political connections in the immediate aftermath of the terrorist attacks in that city on 29 April 2019. This facilitated a quick and effective response from UNODC and the broader UN in supporting the Sri Lankan authorities in dealing with the immediate after-effects of the attack. This is also coherent with the views expressed by GMCP HQ Team, that presence in the field was valued by UNODC and other UN partners in facilitating implementation after the COVID19 outbreak.

SUMMARY – IMPACT

Impact is monitored and recorded more to demonstrate to GMCP stakeholders, most notably donors, of the impact of the GMCP and the value they are receiving for their funding. Impact is seldom used to examine where lessons may be learned, and best practice identified. The use of mentoring is seen as a key aspect in many teams yet there is no evidence of this having been expressly recognised by the GMCP. Areas of impact such as gender and human rights are not systemically monitored.

SUSTAINABILITY

EVALUATION QUESTIONS:

- To what extent have the steps that the GMCP has taken to try and ensure sustainability been successful?
- Are the beneficiaries committed and able to continue working towards GMCP objectives if programme support ends?

UNODC GMCP HQ Team stresses the importance of sustainability. This is viewed through two distinct lenses. Firstly, the sustainability of the capacity building and other activities which the GMCP initiates and supports. Secondly, (and with an obvious direct impact on the first perspective) the sustainability of GMCP itself.

Considering the financial sustainability of the GMCP itself, it has a substantial list of donors²⁴ currently providing around USD \$1.5m of funding per month to sustain its present level of activity. A key element of the GMCP HQ Team’s funding strategy is to empower Team Leaders to nurture, maintain and develop their own funding partners. Team Leaders are further encouraged to devolve some of this responsibility to their own team staff. In this regard the entire GMCP staff are encouraged – indeed almost expected – to become active in fund-raising activities. The importance placed on this aspect was observed during the GMCP 2020 planning week in Stellenbosch where a specific agenda item was dedicated to funding secured and potential future funding streams. This approach works for GMCP primarily down to the skills and qualities of the personnel involved and

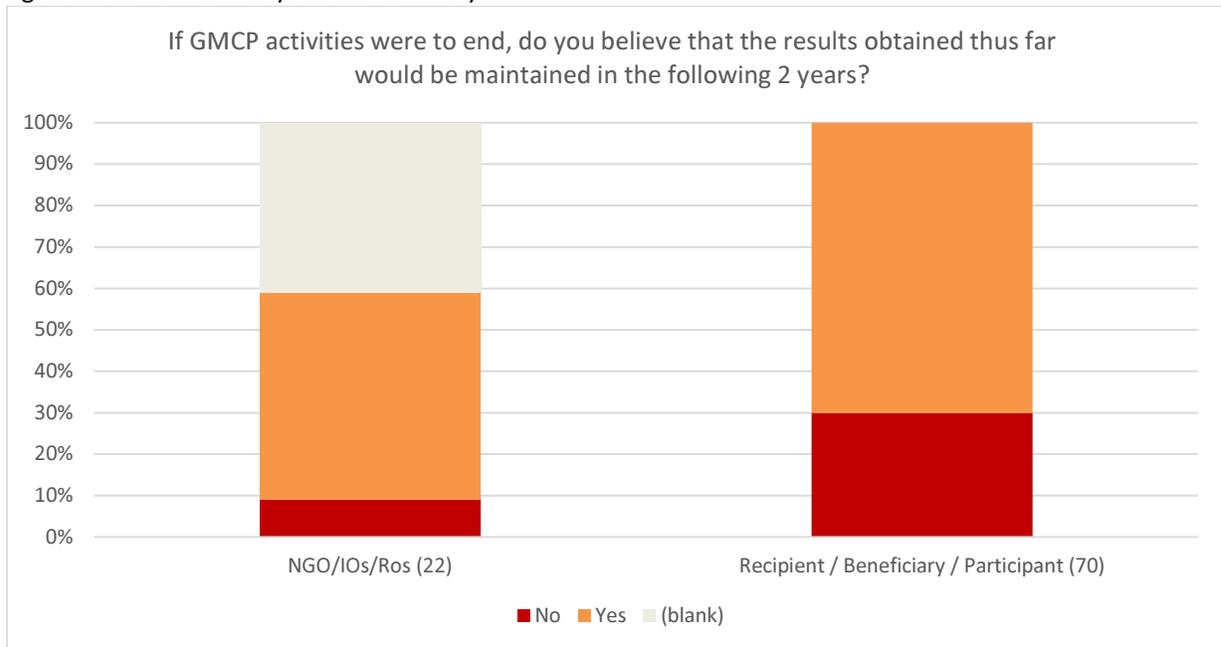
²⁴ CGPCS Trust Fund, Canada, Denmark, EU, Indonesia, Italy, Japan, the Netherlands, Norway, Portugal, Sweden, UNDP Somalia Trust Fund, the United Kingdom, United States.

working with the knowledge that the GMCP HQ Team are fully behind their efforts.

Yet there is the ever-present risk that funding streams will dry up. It is encouraging to note the GMCP has a robust risk management process, the importance of which is acknowledged by GMCP Team Leaders and staff. A risk register is maintained and GMCP projects and their activities are assessed for potential risks to effective delivery, and mitigation strategies are implemented where appropriate. This includes a reduction or withdrawal of funding, however there is no clear risk mitigation strategy should a substantial amount of funding be withdrawn from the GMCP as a whole over a relatively short period of time.

Another aspect of sustainability is the propensity of results to last over time, and the likelihood that key assumptions will realise and be maintained.

Figure 11. Sustainability of GMCP activity



Source: GMCP evaluation survey

Figure 11 above tends to confirm the hypothesis that the majority believe impact would be sustained. Referring to figure 6 (see p.20) one of the key reasons given for a likely failing of sustainability is a lack of future resources / funding to purchase or maintain equipment. Field visits have shown that the commitment of the direct beneficiaries of the GMCP tends to be high: the GMCP has mobilised agents of change at middle and senior management levels within the targeted institutions visited. For instance, the magistrates in the supported Courts and prisons in Kenya display a high level of commitment.

Interviews show that their personal and professional transformation (through leadership skills and practices, in particular) has also been accompanied by institutional and management changes: new performance enhancement practices, which enable them to increasingly delegate and liberate their leadership potential, so that new standards championed by the GMCP can be durably implemented.

However, a basic assumption for the sustainability of the programme’s impact is the continued involvement of these change agents in countering maritime crime – in other words, limited turnover. The project stakeholders are keenly aware of this: another key reason for the recipient / beneficiary / participant doubts about sustainability centre around the fact that many of those benefitting from GMCP capacity building activities do not stay in their respective posts long after such training. This leads to the loss of institutional capacity and memory. Mitigation steps taken by GMCP include the provision of Train-the-Trainer courses where possible, but the impact and effectiveness of this approach is unknown.

Addressing the gender-based differences in the factors which fuel maritime crime could go a long way towards sustainability (e.g. prevention of re-offence): by tailoring the response to the various groups who participate in

the emergence of the various types of maritime crimes, and fostering partnerships between diverse types of actors (law enforcement, judiciary, but also CSOs and community leaders) the GMCP could better complement prosecution with prevention, and avoid the re-emergence of maritime crimes, as well as the emergence of new forms of crimes. Currently, the female agents of changes interviewed by the evaluation team have shown a high level of commitment. However, these all belong to judicial or penitentiary institutions, and to a much lower extent, to law enforcement. The absence of inclusion of women from local communities questions the programme's ability to ensure sustainability of impact (systemic improvement of the institutions' capacity to reduce maritime crime) versus results only (individual improvement of the capacity to reduce maritime crime)

SUMMARY – SUSTAINABILITY

The GMCP manages its donor relationships well and has maintained a regular funding stream for its activities. Its activity delivery contains two elements which are vulnerable to continued sustainability, namely: i) the inability of beneficiaries to fund future capital asset purchases or maintenance of existing assets and ii) loss of skills gained from GMCP capacity building training through recipient staff changes / turnover. Gender aspects of maritime crime have not been considered from a sustainability perspective.

PARTNERSHIPS AND COOPERATION

EVALUATION QUESTIONS:

- How has the Programme liaised and partnered with UNODC entities, projects and programmes in order to ensure relevance and effectiveness?
- To what extent is the programme cooperating with current or other potential partners (including other UN agencies, CSOs, academia, etc.) to contribute to the achievement of GMCP objectives?

The GMCP documentation as well as discussions during the training week in Stellenbosch emphasise the building and maintaining of partnerships, relationships and cooperation with internal and external role players as key to the success of the programme. On the one hand the GMCP needs to liaise with UNODC entities, projects and programmes to ensure that the programme remains relevant and effective, while, on the other hand, it has to cooperate with current and future potential partners to contribute to the achievement of objectives. As identified earlier GMCP has forged relevant links with many UNODC projects and programmes including the Container Control Programme (CCP), the Terrorism Prevention Branch (TPB), and the Human Trafficking and Migrant Smuggling Section (HTMSS). Yet there are areas where the GMCP will need to consider closer cooperation such as with fisheries crime and prison work. The GMCP's overlapping work on fisheries crime with FishNet, alluded to in a previous section, is particularly relevant here. The specific recommendation from the FishNet evaluation report on effectiveness/sustainability (GP cooperation on substance matter) and the aligning of FishNet's activities and results to the GMCP activities as well as the consideration of joint activities will foster closer ties and build stronger or new relationships.

As the programme expands thematically and geographically, the potential list of external role players will increase. It has been identified that there is no express GMCP management approach to identifying and engaging with relevant stakeholders and this has the potential to put an additional burden on GMCP personnel. For example, elements such as language difficulties in the different regions with the additional countries (e.g.

Gulf of Guinea, LAC, and PO) that may impact on programme delivery, need to be considered.

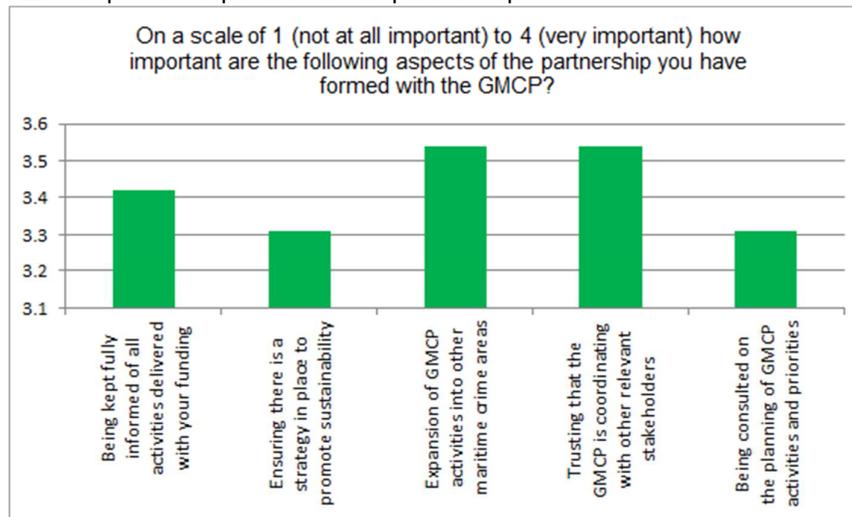
Additionally, as the GMCP continues its geographical expansion into the Pacific Ocean, off West Africa, the

Indian Ocean and the Caribbean and Latin America, it will have to contend with regional organisations such as ASEAN, the Gulf of Guinea Commission, ECOWAS, ECCAS, CARRICOM as well as local and international role players in the respective areas. Some outstanding questions which remain to be addressed include: How will the programme engage with regional exercises and multilateral agreements and continue to play a meaningful role? With West Africa as well as less developed countries also becoming the focus for the EU and affect its changing funding model, how will the programme mitigate these changes and risks?

While the regional presence of the GMCP has improved interregional cooperation, there remains a great need for enhancing partnerships and coordination between countries in the respective regions, between the different national role players in the maritime domain, regional and interregional organisations. In West Africa, although most countries have signed the Yaoundé code of conduct, there remains a distinct lack of coordination at regional level. The governance structures of ECOWAS and ECCAS could be an example for the African continent yet lack national coordination in the region.

The GMCP Teams interact, and in some cases cooperate closely with other UN entities, notably those represented in local UN country teams or UN Regional Offices – such as UNDP, OHCHR, etc. However, initial feedback regarding this interaction paints a contrasted picture, which appears highly dependent on the respective priorities of the host countries, the GMCP, the UN Resident Coordinators, and other UN agencies: the topics which are handled through a joint or coordinated approach vary greatly, as well as the intensity of cooperation. This case-by-case approach lends a certain flexibility to the GMCP, but there does not appear to be a formulated GMCP approach to identifying and then assessing the value of working with other UN agency partners. This runs the risk of failing to leverage the potential benefits of the One-UN approach. Figure 12 below indicates how important it is that the GMCP gets this right. GMCP partners rate the singular most important aspect of their partnership is trusting the GMCP is coordinating with other relevant stakeholders.

Figure 12. Important aspects of GMCP partnership



Source: GMCP evaluation survey - 13 respondents

The background study of the programme indicates that problems may be encountered with partnerships with large role players in the maritime domain, regionally or globally: the GMCP is fulfilling a challenging role as a broker of funds geared towards fighting global and regional-level phenomena, where donor's interest also play a role. Certain risks will have to be managed, such as embracing larger actors and stakeholders without allowing their (financial) influence to dominate the agenda. Or giving voice to countries with more modest financial resources but higher aspirations (such as Singapore, and the Philippines) and having them contribute

meaningfully the partnership and focus.

The GMCP has made the most of its partnerships with immediate beneficiaries and their most direct counterparts. As such, the GMCP has developed extensive knowledge of the wider crime and criminal justice situation in the all the regions the programme works with and have strong cooperation links with relevant authorities and partner organizations at the national level, including with immigration, border control authorities and naval forces within the framework set by the GMCP. The GMCP has proven very apt at promoting and reaping the benefits of these assets.

However, the GMCP has limited the reach of these partnerships, and has not used the potential of wider, less obvious ones. It has not sufficiently extended partnerships beyond the immediate counter-crime institutions, to include partners involved in rehabilitation and prevention. For Instance, staff interviews show that the GMCP does not yet have very regular, intensive communication with international organisations such as Interpol.

By combining effort, the programme could tap into the infrastructure and resources of such organisations which may have real time information on maritime crime, which could prove valuable. This would allow the GMCP to focus more directly on the coordination of agencies and ministries to enhance partnerships and cooperation. The GMCP has established relationships, including cooperation agreements, with governments from the states covered by the present project proposals as well as other relevant national counterparts in counter-terrorism, transnational organised crime and sanctions enforcement issues.

Interviews also show that the GMCP has not done a lot to mobilize human rights and gender resources of other UNODC's programmes/general staff. The access to other UN agencies and to NGOs which the GMCP was able to facilitate for evaluators was extremely limited, despite our insistence, especially as regards resource persons on human rights and gender: this is symptomatic of a difficulty to mainstream these issues through partnership. Interviews point to limited cooperation and synergies with other UN agencies, especially OHCHR, UNICEF and UN Women. For instance, in Benin, human rights issues tackled by the GMCP mostly revolve around child trafficking and migration, which happen mostly through maritime crime. OHCHR Office in Dakar, which works on the issue, does not appear to have been involved in GMCP programming.

There is also limited cooperation with NGOs (international, and even more so local) despite possible synergies in addressing the root causes and impact of maritime crime among local communities. The evaluation team could not identify any relationship between the programme and NHRIs or equality bodies. This is regrettable, as local NGOs (or local chapters of international NGOs), NHRIs, and equality bodies could be excellent vehicles towards better inclusiveness of the programming, in line with the Leave No One Behind approach.

SUMMARY – PARTNERSHIPS AND COOPERATION

GMCP has forged working relationships with many of the key internal UNODC projects and programmes without achieving complete coverage or integration. There is insufficient identification and cooperation with non-UNODC entities including other UN Agencies and relevant national NGOs / CSOs and regional IOs / ROs. This is particularly notable regarding human rights and gender bodies.

III. CONCLUSIONS

The GMCP has its HQ management team based in Colombo, Sri Lanka with 6 regional teams located across the globe and an MST in Vienna. The location of its HQ in the field, along with its overwhelmingly field-based presence (all but three of its staff are located outside UNODC HQ in Vienna) confers advantages, such as understanding the local environment thereby creating the opportunity to identify and engineer regular face-to-face access with key actors. These are most notably – but not exclusively – the gatekeepers and decision makers at the political level as well as the donor community. This allows the programme to develop strong inter-personal relationships that help facilitate GMCP capacity building activities, many in challenging environments. It also provides opportunities for the wider UNODC (e.g. the Terrorist Prevention Branch) as evidenced by the immediate access the GMCP HQ management team had to the Sri Lankan political level after the Easter 2019 terrorist attack in Colombo.

Whilst the field-based approach is a key element to the successes of the GMCP it is not the only factor. The GMCP HQ management team creates a supportive environment for a programme which efficiently devolves responsibility and empowerment. GMCP staff are well motivated and have, to a large extent, adopted the ‘can do’ ethos of their leadership. This also extends to most mentors, experts and other consultants involved with capacity delivering activities, and has started to permeate some of the immediate beneficiaries of the GMCP. The GMCP HQ staff in particular – and GMCP staff in general – are supported by a strong MS team based at UNODC HQ in the VIC. They provide a GMCP presence that contributes to ensuring the advantages of having a GP based in the VIC are not lost. GMCP management have created effective demarcation lines that inform and instruct the MS team of their roles, responsibilities, and the extent of their devolved decision-making powers. Thus, the MS team relationships formed with UNODC entities such as FRMS, HRMS and other GPs create the bedrock upon which the field-based GMCP can function efficiently and effectively.

The GMCP delivers capacity building activities that are generally appreciated by state beneficiaries and donors alike. The practicality of training provided e.g. VBSS and ‘simulated trial’ training, along with the supply of capital assets such as buildings and boats, and the embedding of mentors, are all cited as effective activities. There are issues surrounding the sustainability of some activities, for example where capital assets such as boats and ribs need spare parts purchased, or when recipients of training move post and their organisation then loses those newly acquired skills and knowledge.

However, the generally positive appreciation of programme activities provides the foundation for the GMCP HQ Team to create an advocacy strategy based around proof of concept. This strategy is implemented through encouraging all staff to promote the GMCP and leverage its reputation. In addition to nurturing relations with the immediate beneficiaries of the GMCP, this strategy also aims to maintain existing funding as well as identifying and pursuing new funding streams.

The continuing expansion of the GMCP is bringing new challenges. The programme to date has managed expansion relatively well, however there are a growing amount of different activities, conducted across an increasing number of teams being administered by an enlarged staff. This expansion requires GMCP management to ensure the M and E regime is robust and fit for purpose. Currently the M and E of activities and outputs is good, however there is a gap in evaluating outcomes and impacts – partly because outcomes and impacts are not always adequately identified, formulated and understood by all staff at programming stage. This gap makes identifying those activities which bring the greatest benefit to the overall objective of the GMCP challenging. It also means there is one less potential tool the GMCP HQ Team can draw upon to help rationalise and prioritise activities based on impact. However, the general direction of travel for GMCP and their development of M and E is in the right direction and the deployment of a full RBM system will address these issues.

This expansion – coupled with a highly pro-active approach to fund raising – also creates an environment where ‘mission creep’ can exist. Against the background of an ever-evolving maritime crime landscape, the retention of long-lasting components (e.g. prisons) and the creation or expansion of new ones (e.g. illegal fisheries) endangers the relevance of some streams of activity in relation with the core maritime crime mandate of the GMCP. The work on prisons is a good illustration of this tension: while prison management reform was fully relevant to the GMCP’s mandate when piracy was still prevalent in Horn of Africa, its relevance to the GMCP now, and the added value of the GMCP to prison reform, are doubtful.

Maritime governance is complex. This complexity is further aggravated by the large number of national and international actors in specifically West Africa. While the GMCP has been influential in highlighting maritime security at the local and interagency levels, mainly through training and workshops, gaps remain on the regional, interregional, continental and international levels. Much work needs to be done to get governments to institutionalise conventions, codes of conduct and policies which they have adopted or ratified, a good example being the Yaoundé code of conduct. The West African maritime security architecture, which serves as an example for the continent, remains an untapped source to be harnessed by agencies such as the GMCP to align maritime policies, procedures, and activities. This West African example highlights the importance of identifying and engaging with the most appropriate actors. Whilst the GMCP has a good record in this respect with its UNODC partners there are some deficiencies when it comes to some actors in other stakeholder groups such as NGOs and CSOs.

Donor wishes are not necessarily synonymous with beneficiary need, and beneficiary demands are not necessarily synonymous with addressing the root causes and core mechanisms of maritime crimes. A GMCP that does not rigorously apply both the ‘beneficiary’ and ‘GMCP objective’ lens to donor proposals and immediate beneficiary requests, runs the risk of becoming perceived as effective at tackling issues that are irrelevant to those that should be their target group(s). The GMCP still defines its beneficiaries in a rather restrictive fashion, with the limelight placed on immediate targets (law enforcement and the judiciary in many cases), when a more inclusive approach towards (potential) offenders and their communities could be necessary to achieve the intended impact of durably curbing various types of maritime crimes.

Stronger integration of gender and human rights thinking into the identification of the GMCP’s target groups, and the conception of strategies around these target groups, open new avenues for the GMCP to focus for impact, and with stronger relevance. It is revealing that the GMCP has not conducted human rights and gender analysis of the various types of maritime crimes, their root causes, their modus operandi, and their consequences on men, women, boys and girls. The programme has not apprehended what human rights violations and gender roles/gender inequalities are at play in the emergence of these crimes. It has not yet analysed how human rights violations and gender inequalities may facilitate the perpetration of these crimes, and how these crimes impact male and female stakeholders differently, or how they affect the human rights situation of stakeholders. As a result, the programme has not integrated these factors into its programming.

The GMCP has recruited women at all levels (with success), and targeted women among its immediate beneficiaries in the law enforcement and judiciary (with uneven success). It has also attempted to address human rights do’s and don’ts in its activities and exhorted its staff to ensure a do-no-harm approach to human rights. These efforts have had encouraging results, but they do not necessarily address the real gender and human rights issues at play in maritime crime which requires an increased level of maturity and understanding. The next frontier is to generate knowledge on gender and human rights factors involved in maritime crimes, use this knowledge in fundraising, and build the next GMCP framework with this knowledge in mind: this is unexploited potential for the GMCP in HRGE.

IV. RECOMMENDATIONS

RECOMMENDATION 1 – MONITORING AND EVALUATION

The GMCP takes a pro-active and detailed approach to monitoring and evaluation at the inception phase of its various projects through the creation of a robust and detailed logical framework. Subsequent project revisions and annual reporting update those logical frameworks and measure progress against the identified indicators. Whilst this works well for measuring progress on activity output it is less effective on measuring outcomes and impact. The GMCP have attempted this in a broadly ad-hoc manner through ‘impact’ stories.

- Through a maturing Results Based Management (RBM) system UNODC GMCP HQ Team in Sri Lanka and SPIA to formalise the currently informal approach of GMCP’s reporting on the impact of capacity building activity output. This requires a standardised and regular reporting mechanism to be established which clearly defines what impact is expected, (re)visits outputs periodically to gather information on any impact achieved and evaluates the reasons behind successful and unsuccessful activities (suggested timeframe: 12 months).

RECOMMENDATION 2 – SUCCESS MULTIPLIERS and INHIBITORS

The GMCP operates across the globe with many teams running many different activities. It is therefore important for the GMCP to be able to quickly identify any common aspects of their work that improve or diminish the likelihood of success. This gains even greater importance as the GMCP expands its regional influence with the more recently established teams. The current mechanisms for identifying and exchanging good practice and lessons learned from programme activity are primarily ad-hoc discussions between GMCP staff during other GMCP meetings e.g. weekly team debriefs with the GMCP HQ Team and the annual training week. It has been noted the use of mentors has been identified as a probable success multiplier.

- As part of the M and E reporting process on each GMCP project / programme activity, UNODC GMCP HQ Team in Sri Lanka instigate an express requirement to identify those elements that have contributed to – or inhibited – success. A register of multipliers and inhibitors should be maintained and mapped against existing and newly proposed activities to identify opportunities for leveraging multipliers and reducing inhibitors (suggested timeframe: 6 months).

RECOMMENDATION 3 – RELEVANCE

Whilst the GMCP can be viewed as broadly relevant to the donor community, many state beneficiaries, and capacity building activity recipients, there is no clear relevance at the more granular level of local communities or individuals impacted by maritime crime.

- UNODC GMCP HQ Team in Sri Lanka to conduct a broader analysis of maritime crime stakeholders (stakeholder map beyond the law enforcement and judicial systems); an updated analysis of maritime crimes’ root causes, modus operandi, consequences, and prevention/enforcement/prosecution approaches (crimes and factors map); and confront with the current structure of the GMCP components. Based on this, critically reassess the relevance of these components, consider exit strategies for those which have become less relevant or whose beneficiary targeting is sub-optimal, and design proposals for cutting-edge components to be used in fundraising and negotiations with partners, including new types of partners such as under-served state structures, the civil society and private sector (suggested timeframe: 24 months).

RECOMMENDATION 4 – MARITIME CRIME and PRISON WORK

The scope of maritime crime is broad and – as such – offers the GMCP great flexibility in determining what activities it can pursue in each of their teams. However, the relevance of its continued prison work (a legacy from its earlier Counter Piracy Programme days) to its overall objective is harder to justify. Prison reform incorporates many facets and within UNODC there are more natural homes than the GMCP for many aspects of that prison work.

- UNODC GMCP HQ Team in Sri Lanka along with the broader Justice Section (JS), Vienna, UNODC, and other, relevant in-house stakeholders should increase coordination activities to develop and implement a joint-programming strategy that will provide a holistic approach to current GMCP prison work. This should include elements such as children within the prison system, rehabilitation, alternatives to prison, and women in prison. The strategy should further ensure that prison work is promoted as UNODC JS whilst ensuring where GMCP prison work is currently undertaken that existing relationships between the GMCP, beneficiaries, and donors continue to be managed by GMCP. On a case by case basis – and if the situation in the field allows – a gradual transfer of GMCP prison work to the appropriate JS vehicle e.g. Global Prisons Challenges Programme (GPCP) should be pursued. Requests received by GMCP for new prison work should be discussed with the GPCP to assess the best JS response. (suggested timeframe: 12 months).

RECOMMENDATION 5 – HUMAN RIGHTS and GENDER

Overall, there is a clear effort to target human rights issues and gender specificities, but these efforts are not sufficiently underpinned by human rights and gender analysis of maritime crime. As a result, it is impossible to ascertain whether these efforts are relevant to need in terms of human rights and gender: these efforts remain relatively random, intuitive, and not well informed.

- UNODC GMCP HQ Team in Sri Lanka in consultation with the Human Rights Advisory Group and Gender Team, Vienna, UNODC, should systematically mobilise human rights and gender expertise to conduct human rights, and gender- based analysis of the factors leading to various types of maritime crimes, the respective roles of men vs women in the perpetration of these crimes, and of the consequences of these crimes. This should include but not be restricted to: i) The human rights and gender root causes of the crime ii) The human rights and gender impacts of the crime and iii) How the GMCP could address these causes and impacts. (suggested timeframe: 12 months).

RECOMMENDATION 6 – UNODC PARTNERSHIP and COOPERATION

Given the breadth of maritime crime the GMCP has the potential to impact on multitudinous thematic areas of UNODC. It broadly manages these interactions well having established links and working relationships with many other UNODC GPs and projects. Yet the ever-changing nature of maritime crime requires constant vigilance to ensure synergies between GPs and other projects can be exploited. Fisheries crime and the linkages between the GP on Wildlife and Forest Crime (WLFC) and the FishNET programme is a prime example. So too thematic areas such as corruption and money laundering which are not specifically maritime crimes but impact upon maritime crime.

- UNODC GMCP HQ Team in Sri Lanka to conduct a mapping exercise of GMCP activities and the cross-over(s) into other UNODC thematic and programmatic areas with the objective of identifying potential in-house partnerships and joint-programming. This should include those facilitators of maritime crime that are not necessarily maritime crimes of themselves e.g. corruption and money laundering (suggested timeframe: 6 months).

RECOMMENDATION 7 – Non-UNODC PARTNERSHIP and COOPERATION

The degree of cooperation with actors outside UNODC varies greatly from country to country and activity to activity. It is recognised that there are numerous potential partners within the maritime crime environment, and it is unrealistic to expect the GMCP to be able to identify and include all partners all the time. Yet there are instances where closer cooperation with other agencies and organisations would seem sensible, however it would appear those partnerships have not been expressly explored.

- UNODC GMCP HQ Team in Sri Lanka to reassess each project activity against any non-UNODC actor(s) that could positively contribute to activity outcomes and impacts. This should include greater consideration of actors outside the law enforcement and judicial spheres including CSOs and NGOs (suggested timeframe: 12 months).

RECOMMENDATION 8 – SUSTAINABILITY of CAPACITY BUILDING ACTIVITIES

Whilst the GMCP is generally effective and efficient in delivering capacity building activities and achieving outputs, there is less clarity on the longer-term sustainability of these activities. This has been flagged by different stakeholder groups as a potential shortcoming of the programme. The main risks to sustainability are where capital assets need to be maintained and staff turn-over from recipients of training removes their knowledge and skills from their agency or organisation.

- UNODC GMCP HQ Team in Sri Lanka to adopt a more robust approach to capacity building sustainability, including express documentation during the planning phase of how sustainability will be achieved. This may include examining opportunities to embed training into educational establishments e.g. maritime colleges, train-the-trainer approaches, long-term mentoring, and commitment to capital asset maintenance (suggested timeframe: 12 months).

RECOMMENDATION 9 – MARITIME GOVERNANCE

Maritime security is complex and has a wide range of actors. The GMCP has as one of its objectives in GLOW63 the strengthening of legal frameworks for maritime security in countries across West Africa to enhance maritime (security) governance. The region has some of the finest maritime security architectures in Africa but needs assistance to implement decisions and directives. While the work on the national levels, such as training as well as the identification and placement of suitable personnel in countries have gone a long way to enhance maritime governance, there appears to be some gaps in communicating regional, interregional, continental and international coordination and cooperation to enhance maritime security governance.

- UNODC GMCP HQ Team in Sri Lanka to liaise with regional teams to adequately and regularly communicate all work done within organisations in ECOWAS and ECCAS to assist countries in the region to align their policies and laws with the regional, continental as well as international levels (suggested timeframe: 12 months).

RECOMMENDATION 10 – SUSTAINABILITY OF THE PROGRAMME

The GMCP benefits from having a strong field presence, which includes its headquarters based in Colombo, Sri Lanka, and its various teams strategically positioned geographically across the globe. Being field based gives programme staff quicker access to key in-country stakeholders including political actors and donors and provides the opportunity to develop critical personal relationships. The GMCP has been effective in exploiting these advantages to deliver capacity building activities in challenging environments such as Somalia and Yemen.

This generates donor and political goodwill toward the programme and – by extension and association – the broader UNODC and UN. It is critical that the GMCP does not lose the personal skills that are required to create and develop the opportunities that a strong field presence confers.

- UNODC GMCP HQ Team in Sri Lanka to provide ‘soft skills’ training for all permanent staff on building business relationships. This should include business cycles, relationship expectations, stakeholder management, and communication vehicles training (suggested timeframe: 6 months).

V. LESSONS LEARNED AND BEST PRACTICES

The GMCP is a large programme in many respects including its geographical scope, and number and breadth of activities. There is a critical need for the programme to be able to identify what works and what does not work, thereby learning from its experience and becoming more effective. The following are areas that have been identified as learning points and good practice that can be replicated across the whole programme.

Human rights and gender: Promoting human rights and gender is effective when it is presented as contributing to law enforcement and justice, rather than as just an obligation. This requires the mobilisation of proper gender and human rights expertise in programming, planning, execution and monitoring.

Value of field presence: The 21 April 2019 Easter Sunday bombers targeted three churches and three luxury hotels, killing at least 279 people and wounding 593. The UNODC would normally have been represented by the regional office in Delhi after which the terror prevention branch would become involved in a thematic response. In this case the GMCP HQ Team and manager became the actors on the ground. This personal relationship resulted in the UNODC (GMCP) presence becoming known which resulted in positive visibility and UNODC to be seen as significant actor. This was mostly due to the synergy between the GMCP and regional and national offices. The local geographic setting proved beneficial and resulted in a net gain, financially and in visibility for the UNODC.

Joint criminal justice chain training: Recent VBSS training has included not only the officers charged with boarding vessels but with the prosecutors who will receive reporting and evidence gathered by those officers. The opportunity for both groups to share the same training environment and to recognise and understand the difficulties both groups face in the discharge of their duties was well received. The GMCP looks to support the entire criminal justice chain when tackling maritime crime so the concept of joint criminal justice chain training sits comfortably with that ethos.

Mentoring: The embedding of mentors for the longer term in beneficiary institutions brings continuity and sustainable benefits. It further contributes to enhancing the development of GMCPs in-country, personal relationships that are crucial in achieving 'on the ground' activity delivery.

Implementation of 2015 evaluation recommendations:

During the Stellenbosch training week, the GMCP HQ Team provided a debrief to the evaluation team of their assessment of progress toward the implementation of recommendations from the 2015 evaluation. Whilst the text below draws upon that debrief it has been supplemented by relevant data obtained during this current evaluation.

1. UNODC Senior Management to acknowledge that UNOPS is better placed to provide procurement support to GMCP and make a full commitment to the UNOPS SLA.
 - Implemented. This recommendation was time critical and was provided to give GMCP the flexibility it needed to operate effectively in the field at that moment. It is now no longer required.

2. UNODC Senior Management to provide clarification of FCR and its implication for donors to the GMCP whilst reviewing the policy whereby FCR will be recovered from funds contributed before FCR was introduced (i.e: retrospectively) especially in circumstances where donors have been asked to allow it and have emphatically declined.

- Implemented. The FCR process has matured and the Regional Offices ask for salaries and travel, no direct costs are attributed to implementation. No donor that refused to be charged FCR retrospectively has been charged.

3. GMCP should include a human rights risk assessment in line with the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" promulgated in 2011, and which requires all UN entities dealing with such forces to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence.

- Partially implemented. Risk assessments on prison work were conducted and the long-term engagement of mentors assisted in the general managing of human rights risk. Vetting process for training / meeting participants needs to be improved and extended.

4. UNODC under the guidance and advice of UNODC Regional Office for Eastern Africa (ROEA)/ GMCP senior management and appropriate HQ staff to develop SOPs to ensure UNODC ROs involved in GMCP work outside the Eastern Africa region maintain a corporate approach to the GP.

- Implemented. All programme activities and any changes are notified to the Regional Representatives through project documentation along with monthly meetings. In addition, individual Programme Coordinators liaise with Regional Representatives on a case-by-case basis.

5. Whilst retaining the overall focus of the GMCP it is recommended that a standing agenda item be created for the weekly GMCP meeting with the rest of the ROEA and the GMCP HQ Team staff to identify, discuss and resolve areas of potential thematic overlap and to discuss and develop strategies to exploit areas of opportunity.

- Implemented. Although the specific approach suggested in the recommendation was not implemented the purpose of the recommendation to avoid thematic overlap was implemented by conducting local meetings between GMCP staff and relevant pillar heads.

6. GMCP should reaffirm its commitment to tackling piracy with a strategic plan to tackle root causes of piracy that fall within its expanded GMCP remit.

- Not implemented. There is no strategic plan in place and any tackling of root causes occurs through rehabilitation programmes in prisons thereby addressing the issues after the offence has been committed. This does not form priority for GMCP primarily as it does not attract donor funding within the UN family.

7. GMCP Team to review the lessons learned to date from the expansion of the programme with a focus on how to integrate the work of the GMCP with the appropriate thematic areas.

- Partially implemented. An interdivisional task force was established and GMCP work subsequently became mainstreamed through the Justice Section. However, the systemic approach to learning lessons and identifying good practice is still lacking.

8. UNODC should assess how well the mechanism of utilising the inter-divisional task force to assist in thematic integration is working.

- Implemented. This recommendation was prescient at the time of writing and ultimately the Task Force was closed, thereby resolving the issue from a GMCP perspective.

9. GMCP should continue with the same approach and fine tune its interventions by investing more time at the design stage of project development placing particular emphasis on sustainability within the context of their priority countries.

- Partially implemented. GMCP HQ Team took the role for sustainability issues and created a programme wide Excel funding spreadsheet to assist all Teams in their own efforts to secure donor funding to sustain the GMCP itself. Less progress has been made on ensuring GMCP capacity building activities are sustainable 'on the ground'.

10. GMCP in conjunction with appropriate UNODC experts should develop a methodology for capturing measurable outcome and impact data and include it as an integral part of the project design.

- Partially implemented. The logframe process requires a methodological approach to which the GMCP adheres. It also runs its own reporting table. However, there is still a lack of data gathered to help inform outcomes and impact.

11. Where a project or programme (such as the GMCP) has demonstrated success and delivered to donor satisfaction donors should be encouraged to provide more 'soft ear-marked' funds where appropriate.

- Implemented. The GMCP expended effort into encouraging more 'soft ear-marked' funds but with limited success gaining only one positive donor response. This lack of appetite for providing these types of funds does not lie at the door of GMCP. It simply appears it is not something donors wish to do regardless of the project or programme.

ANNEX I: TERMS OF REFERENCE

Terms of Reference of the

In-depth Evaluation
 Global Maritime Crime Programme
 GLOX99, GLOZ06, GLOW63,
 GLOZ81, GLOZ80, XEAX94
 Global
 September 2019

BACKGROUND AND CONTEXT

Project/Programme number:	GLOX99 (Aug 13 – Dec 20) GLOZ06 (May 13 – Dec 20), GLOW63 (Jan 19- Dec 23) GLOZ81 (May 16 – Dec 19) GLOZ80 (Aug 16 – Dec 18) XEAX94 (Nov 13 – Sep 19)
Project/Programme title:	Global Maritime Crime Programme
Duration	03/05/2013-31/12/2023
Location:	Global
Linkages to Country, Regional and Thematic Programmes:	Regional Programme for Central America and the Caribbean Regional Programme for East Africa Regional Programme for West and Central Africa Regional Programme for South Africa Regional Programme for South Asia Regional Programme for Southeast Asia and the Pacific
Linkages to UNDAF ²⁵	
Linkages to the SDGs	SDG 4, 5, 8, 10, 14, 16 and 17
Executing Agency:	UNODC
Partner Organizations:	ASEAN, CARICOM/IMPACS, ECCAS, ECOWAS, EUCAP SOMALIA, EUNAVFOR, IMO, Interpol, IORA, IOC, ReCaap, Stable Seas.
Total Approved Budget:	US\$ 72,834,600
Total Overall Budget	US\$ 116,737,300
Donors:	CGPCS Trust Fund, Canada, Denmark, EU, Indonesia, Italy, Japan, the Netherlands, Norway, Portugal,

²⁵ United Nations Development Assistance Framework

	Sweden, UNDP Somalia Trust Fund, the United Kingdom, United States.
Project Manager/ Coordinator:	Atlantic Ocean: Giuseppe Sernia Horn of Africa: Francesca Caonero Indian Ocean: Toral Vadgama Latin America & the Caribbean: Kaitlin Meredith Management Support: Ulrich Hauserman Pacific Ocean: Shanaka Jayasekara
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	In-depth Evaluation
Time frame of the project covered by the evaluation:	May 2015 – December 2019
Geographical coverage of the evaluation:	Global:
Budget for this evaluation in USD:	\$125,000
Number of independent evaluators planned for this evaluation ²⁶ :	Three evaluators: Peter Allan (main evaluator), Katherine Aston (IES representative), Mark Blaine (Substantive evaluator)
Type and year of past evaluations (if any):	In-depth evaluation 2013 and 2015
Core Learning Partners ²⁷ (entities):	<p>Donors:</p> <ul style="list-style-type: none"> • Bargfrede, Thorsten – First Sec. EU Sri Lanka • Crampton, Ben – Chef de Cabinet, SR HoA/EU • Hall, David – Ambassador, UK Delegation Vienna • Lisko, Brian – Maritime Lead, US AFRICOM • Messi, Massimiliano – Second Sec. EU delegation to Mauritius and the Seychelles • Pommerer, Christopher – African Bureau, Dep of State, US • Reeson, Kristen – Proj. officer, BHC Kenya • Sparre Spliid, Adam – First Sec. Danish Embassy, Kenya • Stoelsvik, Gunnar – Ministry of Trade and Fisheries, Norway <p>Field Offices:</p> <ul style="list-style-type: none"> • Country Office for Nigeria: Stolpe, Oliver • Regional Office for Central America and the Caribbean; Vila del Castillo, Jose • Regional Office for Eastern Africa; de Andres, Amado • Regional Office for the Middle East and North Africa; Albertin, Christina

²⁶ Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one lead evaluator and one team member.

²⁷ The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

	<ul style="list-style-type: none"> • Regional Office for West and Central Africa; Mazzitelli, Antonio • Regional Office for South Asia; Kapinos, Sergey • Regional Office for Southeast Asia and the Pacific; Douglas, Jeremy <p>Governments of:</p> <ul style="list-style-type: none"> • Caribbean, • Gulf of Guinea • Horn of Africa • Eastern Africa • South Asia and Southeast Asia, <p>GMCP Management:</p> <ul style="list-style-type: none"> • Caonero, Francesca – Prog. Manager HoA • Cole, Alan – Head of GMCP • Haeussermann, Ulrich – Prog. Manager MS • Jayasekara, Shanaka – Prog. Manager SEAP • Meredith, Kaitlin – Prog. Manager, LAC • Sernia, Giuseppe – Prog. Manager, GoG • Vadgama, Toral – Prog. Manager, IO <p>Implementing Partners:</p> <ul style="list-style-type: none"> • Bell, Curtis – Stable Seas • Petterson, Karin-Malin, Swedish Prison and Probation Service • Prenci, Ervin – INTERPOL • Trewlany, Chris - IMO <p>Regional Organizations:</p> <ul style="list-style-type: none"> • ECOWAS Nigeria – Col. Abdourahmane Dieng • ICC Cameroon – Emmanuel Bell Bell • IFC Singapore – LTC Gary Ow • ReCaap Singapore – ED Masafumi Kuroki <p>UNODC HQ:</p> <ul style="list-style-type: none"> • Dakowah, Yatta – Liaison Officer Brussels • Karimipour, Masood – Chief TPB • Kato, Miwa – Director DO • Ottersen, Ketil – Head of the CCP • Pasquali, Matteo – Liaison Officer, NY • Santini, Tullio – Chief, Regional Section SEAP • Welsch, Candice – Deputy Director, DO <p>UN agencies:</p> <ul style="list-style-type: none"> • Sims, Jeffrey - UNSOM • Singer, Hanaa – RC Sri Lanka • Thomson, Peter – UN Special Envoy for the Ocean
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Project Overview and Historical Context

In May 2009 UNODC established a Counter Piracy programme with a budget of \$300,000 from Germany to respond to the (then) new threat of Somali Piracy. The Counter-Piracy Programme focussed on supporting two countries in Eastern Africa in prosecuting Somali piracy suspects. The programme quickly attracted more funding and in August 2013 it expanded into other forms of maritime crime and changed its name to 'Global Maritime Crime Programme'. It continued to expand rapidly moving beyond its work in the Somali basin into (in order) the Indian Ocean and Horn of Africa.

In the period of this evaluation, it has further expanded to the Atlantic Ocean, Pacific Ocean and Caribbean, and moved its Headquarters to Colombo, Sri Lanka (May 2018).

It was decided that the Programme should expand scope into other types of maritime crime in March 2013 as level of piracy off the coast of Somalia had dropped significantly. The programme therefore changed name to the Global Maritime Crime Programme. The Programme now has a global coverage including sub-programmes in the Atlantic Ocean (Gulf of Guinea), Horn of Africa, Indian Ocean, Latin America & the Caribbean and Southeast Asia and the Pacific Ocean.

The total funding implemented by CPP at the end of 2009 was US\$500,000. By 30 June 2019 it was US\$ 108 million.

GMCP is made up of seven teams:

The Atlantic Ocean Team MCP(AO), which continues the core activities of delivering legal reform with regard to piracy and other maritime offences in line with the Yaoundé architecture, and capacity building in maritime law enforcement in addition to supporting regional cooperation.

The Horn of Africa Team MCP(HoA), which supports maritime law enforcement capacity building in Somalia and Yemen and is currently expanding to the Red Sea. MCP(IO) delivers a substantial prison work component including an innovative and successful programme focussed on preventing violent extremism in Somali prisons.

The Indian Ocean Team MCP(IO), which is continuing supporting member states in strengthening their criminal justice systems in response to maritime crime, including establishing regional cooperation frameworks such as the Indian Ocean Forum on Maritime Crime. MCP(IO) further developing a port security project in partnership with other relevant UNODC programmes and IMO and a substantial prisons programme in Kenya.

The Latin America & the Caribbean Team MCP(LAC), which is at its initial phase of programme development with current implementation of support to regional member states in strengthening their maritime law enforcement capacity through regional Table Top Exercises. An assessment mission has been conducted in Latin America for GMCP expansion into that part of the world.

The Pacific Team MCP(PO), which is supporting regional cooperation through the establishment of the maritime law enforcement dialogues and moving into capacity building in maritime law enforcement and use of technology for improved maritime domain awareness.

In addition, there is a dedicated **Management Support Programme Team MCP(MS)** which is the only part of GMCP based in Vienna. It provides HR and FR support across GMCP and manages relationships on a day to day basis with UNODC HQ.

Last, the programme is coordinated by the **Head Quarter Team MCP (HQ)** based in Colombo, Sri Lanka,

- External cooperation: GMCP is now engaged with an increasing number of regional organizations (ASEAN, CARICOM, ECCAS, ECOWAS, IOC, IORA etc.) which means the model of GMCP P staff being identified as focal points has had to be expanded fast and a range of new relationships built.

Project Documents and Revisions of the Original Project Document

Project document	Year	Please provide general information regarding the original project document.
GLOX99	2013	<i>GLOX99 was developed to comprise the expansion from a purely counterpiracy project in Eastern Africa to a global programme covering all types of organized crime at sea that falls within the mandate of UNODC.</i>
GLOZ06	2013	<i>This project document complements the Maritime Crime Programme, GLOX99 and has been presented in a separate project document specifically for activities approved by the Trust Fund to support initiatives of States countering piracy off the coast of Somalia, as that funding has a different PSC rate and reporting conditions. The project document will include all Trust Fund approved proposals, starting with support to Hostage Release, which is a joint effort with UNPOS in providing support to victims of piracy.</i>
GLOW63	2019	<i>This Global Programme document is a twin-programme to GLOX99 but for funding with a special PSC rate of 7%, collecting EU sub-programmes in different regions for the next four years. First regions out will be West Africa, Central Africa, the Red Sea, the Indian Ocean and other regions will soon join as expected funding comes in.</i>
XEAX94	2013	<i>This project is a continuation of the initial support to the EU MASE Programme for the Eastern Africa region, start-up MASE, XEAX67, with main focus on supporting regional states prosecuting suspected pirates. Activities in Kenya, Seychelles, Mauritius, Tanzania and partly Somalia will be included here, as well as any possible expansion to other countries willing to take on piracy prosecutions. With regard to activities in Somalia, UNODC works closely with the UN Political Office in Somalia (UNPOS)</i>

Project revision ²⁸	Year	Reason & purpose (max. 2 sentences per revision)	Change in (please check)
1 GLOX99	2016	<i>The revision is fundamentally changing the log frame to capture the GMCP Core Activities, listed below, and divided into geographical area of implementation.</i>	<input type="checkbox"/> Budget <input type="checkbox"/> Timeframe <input type="checkbox"/> Logframe
2 GLOX99	2016	<i>The revision is to include a list of new posts and ensure all GMCP positions are reflected under the programme GLOX99</i>	<input type="checkbox"/> Budget
3 GLOX99	2017	<i>The revision is including an extension of the programme duration and new positions</i>	<input type="checkbox"/> Timeframe
4 GLOX99	2017	<i>The revision is including new positions and relocation of staff to new duty stations</i>	<input type="checkbox"/> Budget

²⁸ Please add further rows as needed

5 GLOX99	2018	<i>The project revision is expanding the scope to new regions and includes a change in logframe, budget increase as well as extension of the programme duration</i>	<input type="checkbox"/> Budet <input type="checkbox"/> Logframe <input type="checkbox"/> Timeframe
6 GLOX99	2018	<i>The revision includes new positions and a change in the logframe to include new outcomes and to split a sub-programme into two</i>	<input type="checkbox"/> Logframe
5 GLOZ06	2016	<i>The revision includes new outcomes, new positions and partnership with UNOPS</i>	<input type="checkbox"/> Budget <input type="checkbox"/> Logframe <input type="checkbox"/> Timeframe
6 GLOZ06	2017	<i>The revision is including an extension of the programme duration and additional staff</i>	<input type="checkbox"/> Timeframe
7 GLOZ06	2019	<i>The revision includes an extension of the programme duration to comprise a geographical expansion and additional staff</i>	<input type="checkbox"/> Budget <input type="checkbox"/> Logframe <input type="checkbox"/> Timeframe
8 XEAX94	2014	<i>The revision includes a change to the logframe and inclusion of a temp P2 post</i>	<input type="checkbox"/> Logframe <input type="checkbox"/> Budget
9 XEAX94	2014	<i>This revision includes changes to staffing</i>	<input type="checkbox"/>
10 XEAX94	2016	<i>This revision includes changes to staffing</i>	<input type="checkbox"/>
11 XEAX94	2017	<i>This revision includes changes to staffing</i>	<input type="checkbox"/>
12 XEAX94	2018	<i>This revision includes changes to staffing/management and an extension in project duration</i>	<input type="checkbox"/> Timeframe
13 XEAX94	2019	<i>This revision an extension in project duration</i>	<input type="checkbox"/> Timeframe

Main Objectives and Outcomes

Objective of the project/programme (as per project document/revision)

Objective GLOX99:	The Criminal Justice systems are in a position to prevent and prosecute maritime crime
Performance indicators:	Number of criminal justice systems in a position to prevent and prosecute maritime crime
Objective GLOZ06:	To improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework (with initial focus on support to victims of piracy)
Performance indicators:	The criminal justice systems are in a position to prevent, control as well as prosecute maritime crime
Objective GLOW63:	National criminal justice systems effectively respond to maritime crime within a sound rule of law framework
Performance indicators:	Number of cases being prosecuted or reviewed by the Judiciary; Number of joint investigations of maritime crime involving two or more states
Objective XEAX94:	Criminal justice institutions in Kenya, Seychelles, Mauritius and Tanzania are developed and/or strengthened to ensure the fair and efficient trial, and humane and secure detention, of individuals suspected or convicted of piracy or maritime crime within a sound rule of law framework and in accordance with international human rights standards
Performance indicators:	Number of states assisted to repatriate foreign nationals who are acquitted or serve their sentence, or transferred to their home states to serve their sentence

IN-DEPTH EVALUATION OF THE GLOBAL MARITIME CRIME PROGRAMME

	Adoption of policies and legislation based on recommendations, mentoring and assessments supported by UNODC
	Percentage of piracy trials that are delayed or fail due to lack of legal representation, travel for foreign witnesses or video link services (by country)
	Percentage of suspected and convicted pirates are detained in conditions that are in compliance with UN minimum standards

Outcomes of the project/programme (as per project document/revision)

Outcome 1 GLOX99:	Indian Ocean and Pacific Ocean States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicators:	Number of supported states with effective legal framework in place to counter maritime crime
Outcome 2 GLOX99:	Horn of Africa and Red Sea coastal States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicators:	Number of supported states with effective legal framework in place to counter maritime crime
Outcome 3 GLOX99:	Detention support and Transfers provided to Member States
Performance indicators:	Number of States provided with GMCP support with detention and transfers
Outcome 4 GLOX99:	Atlantic Ocean States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicators:	Number of supported states with effective legal framework in place to counter maritime crime
Outcome 5 GLOX99:	Member States are supported in combatting Maritime Crime through enhanced coordination, cooperation and awareness raising
Performance indicators:	Number of supported states with effective policies and strategies in place to counter maritime crime
Outcome 6 GLOX99:	Gulf of Guinea States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicators:	Number of supported states with effective legal framework in place to counter maritime crime
Outcome 7 GLOX99:	Southeast Asian and Pacific Island States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicator:	Number of states with effective frameworks in place to carry out prevention and prosecution of maritime crimes
Outcome 8 GLOX99:	Caribbean States have capacity to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework
Performance indicator:	Number of supported states with effective legal framework in place to counter maritime crime
Outcome 1 GLOZ06:	Maritime Law Enforcement authorities in Somalia carry out active patrols up to 12 nm. In line with international law
Performance indicator:	MLE authorities are able to carry out patrols independently
Outcome 2 GLOZ06:	Detention facility provided with equipment, infrastructure and support to build capacity to carry out prison operation in line with minimum standards
Performance indicator:	Target detention facilities are run according to the minimum standards
Outcome 3	EXFAC (GMCP IO) support provided

IN-DEPTH EVALUATION OF THE GLOBAL MARITIME CRIME PROGRAMME

GLOZ06	
Performance indicator:	Number unforeseen or urgent needs related to piracy prosecutions, humane and secure imprisonment of suspected and convicted pirates, the transfer and release of piracy detainees and the release of piracy hostages left unsatisfied
Outcome 1 GLOW63	Selected ECOWAS states adopt governance and law enforcement frameworks and successfully investigate, prosecute and adjudicate maritime crimes
Performance indicator:	Number of States that adapted legal framework on maritime crime; percentage of trainees who indicate operational use of MLE training
Outcome 2 GLOW63	Selected ECCAS states adopt governance and legal frameworks and successfully investigate, prosecute and adjudicate maritime crimes
Performance indicator:	Number of States that adopt legal framework on maritime crime; Percentage of trainees who indicate operational use of training
Outcome 3 GLOW63:	EU MASE Rider: States in Eastern and Southern Africa and the Indian Ocean region adopt governance frameworks and successfully cooperate to investigate, prosecute and adjudicate maritime crime
Performance indicator:	Number of maritime crime cases brought to court in the targeted countries
Outcome 4 GLOW63:	Improved Safety and Security of navigation in ports within the EA-SA-IO Region
Performance indicator:	Number of States incorporating port safety and security regulations and frameworks
Outcome 5 GLOW63:	Selected ECOWAS states adopt governance and law enforcement frameworks and successfully investigate, prosecute and adjudicate maritime crimes
Performance indicator:	Number of States that adapted legal framework on maritime crime; percentage of trainees who indicate operational use of MLE training
Outcome 2 GLOW63:	Selected ECCAS states adopt governance and legal frameworks and successfully investigate, prosecute and adjudicate maritime crimes
Performance indicator:	Number of States that adopt legal framework on maritime crime; Percentage of trainees who indicate operational use of training
Outcome 3 GLOW63:	EU MASE Rider: States in Eastern and Southern Africa and the Indian Ocean region adopt governance frameworks and successfully cooperate to investigate, prosecute and adjudicate maritime crime.
Performance indicator:	Number of maritime crime cases brought to court in the targeted countries.
Outcome 4 GLOW63:	Improved Safety and Security of navigation in ports within the EA-SA-IO Region
Performance indicator:	Number of States incorporating port safety and security regulations and frameworks.
Outcome 5 GLOW63:	The Kenyan Coast Guard increases awareness and protection of the maritime domain.
Performance indicator:	Level of interagency cooperation between the Kenyan Coast Guard Service and other actors set out in the Maritime Strategy
Outcome 6 GLOW63:	Sri Lanka strengthens its maritime borders and improves its prison management (in prisons containing prisoners detained for maritime crime) to be better prepared against terrorism threats
Performance indicator:	Number of at sea interdictions taking place; Number of interdictions which result in legal finish; Number of security incidents in targeted prisons
Outcome 7 GLOW63:	Maritime law enforcement authorities in the Red Sea and Horn of Africa region respond more effectively to maritime crime
Performance indicator:	Number of at sea interdictions taking place; Number of interdictions which result in legal finish
Outcome 1	Criminal justice institutions in Kenya, Seychelles, Mauritius and Tanzania conduct fair and

XEAX94:	efficient trials, and humane and secure detention, of individuals suspected or convicted of piracy or maritime crime within a sound rule of law framework and in accordance with international human rights standards
Performance indicator:	<p>Recommendations on legislation or draft legislation are presented in the relevant national bodies</p> <p>Number of prisoner transfers that have been conducted under the prisoner transfer agreements supported by UNODC</p> <p>Percentage of total piracy or drug-trafficking suspects that received legal representation (by country)</p> <p>Recommendations from the assessment report are endorsed by the relevant national authorities</p>

Contribution to UNODC’s Country, Regional or Thematic Programme

Contribution to the following UNODC country and regional programmes:

1. Regional Programme for West and Central Africa;
2. Regional Programme for Eastern Africa;
3. Regional Programme for South Asia;
4. Regional Programme for Southeast Asia;
5. Regional Programme for Central America and the Caribbean

Contribution to the following thematic programme(s):

1. The Container Control Programme
2. The Terrorism Prevention Programme
3. The Human Trafficking & Migrant Smuggling Programme

Linkage to UNODC strategic framework, UNDAFs and to Sustainable Development Goals

The Programme contributes to the following Sustainable Development Goals, Targets and Performance Indicators:

Relevant UN Sustainable Development Goals ²⁹	Target(s)	Indicator(s) ³⁰
4 – Ensure inclusive and quality education for all and promote lifelong learning	4.7, (4.3 and 4.5)	
5 – To achieve gender equality and empower all women and girls	5.1 (5.5)	
8 – To promote inclusive and sustainable economic growth, employment and decent work for all	8.7 (8.8)	
10 – To reduce inequalities within and among countries	10.7	
14 – To conserve and sustainably use the world’s oceans, seas and marine resources	14.4 (14.6)	
16 – Promote peaceful and inclusive societies for sustainable developments, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	16.3, (16.1, 16.2, 16.6,	

²⁹ All SDGs and targets can be found here: <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

³⁰ All SDG indicators can be found here: https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework_A.

RES.71.313%20Annex.pdf

	16.10a))	
17 – To revitalize the global partnership for sustainable development	17.7, 17.19 (17.16, 17.18)	

Moreover, the Project/Programme contributes to the following UNDAF:
The GMCP implements programming in line with the UNDAF in Tanzania.

DISBURSEMENT HISTORY

Time periods throughout the <u>life time of the GMCP</u> (01-2015 – 06-2019)	Total Approved Budget	Expenditure	Expenditure in %
<u>Time period covered by the evaluation</u> (MMYYYY –MMYYYY)	Total Approved Budget*	Expenditure	Expenditure in %
01 2015 - 12 2015	14,000,000	12,810,100	92%
01 2016 – 12 2016	14,793,000	12,420,500	84%
01 2017 – 12 2017	14,993,300	8,374,300	56%
01 2018 – 12 2018	17,167,500	16,578,100	97%
01 - 06 2019	23,743,000	7,765,800	33% **

* GMCP Delivery Forecast (TAB is not relevant as in Umoja, UNODC operates with multi-year budgets) - ** Implementation rate against forecast as of 30 June 2019

PURPOSE OF THE EVALUATION

As foreseen in GMCP project documents, this in-depth evaluation will be conducted under the overall supervision of UNODC / HQ / Independent Evaluation Section (IES) with the close participation of the UNODC Justice Section, Regional Desks, and programme management. Since the 2015 Evaluation focused only on Africa (Horn of Africa, Indian Ocean and the Gulf of Guinea), this evaluation will focus on the global expansion covering all sub-programmes under the GMCP including implementation under the Atlantic Ocean (Gulf of Guinea), Horn of Africa, Indian Ocean, Latin America & the Caribbean, Southeast Asia & the Pacific, as well as the GMCP Headquarters team and the Management Support team.

As with the recommendations of the 2015 evaluation, recommendations coming out of this third evaluation will inform the development of future GMCP programming.

The Evaluation is being undertaken in order to:

1. Independently assess:

- a) The quality of the overall Programme concept and design;
- b) The effectiveness of the different sub-programmes and the overall GMCP in achieving the planned objectives, including UNODC and government partner mobilization and management of resources (budget, inputs, activities, and staff);
- c) Whether or not there were any unanticipated results, either positive or negative, arising from expansion and implementation of the GMCP;

2. Identify:

- d) Lessons learned and good practices arising from the sub-programmes for improved continued implementation of the GMCP and future policy making and planning. It will also provide specific recommendations regarding any follow-up actions required by UNODC and partner government administration to effectively sustain or improve support to the GMCP in the future.
- e) Proposals for concrete action and recommendations, which could be taken to improve or rectify undesired outcomes, and which will feed into the strengthening of the GMCP for continued implementation. Recommendations may also address issues related to the Programme implementation and management.

3. Follow up:

- f) On the evaluation made in 2015

The evaluation is being undertaken approximately ten years after programme launch, six years after the global expansion into a wider maritime crime domain and four years after the last in-depth evaluation. Lessons learned with this evaluation and recommendations made can be incorporated into continued implementation of the GMCP and the forward planning between UNODC and the States in the region involved in countering maritime crime and other forms of organized crime.

A key purpose of the evaluation is to help all stakeholders (including ‘core learning partners’) reflect on what has worked well and what has not, and thus use lessons learned so far feed into the continued implementation of the GMCP.

SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	The in-depth evaluation of the GMCP shall cover full duration of the programme from the last in-depth evaluation which took place in 2015, so from 2016 to September 2019. The evaluation should take into consideration the programme expansion and the substantive revisions. The geographical coverage of the evaluation will include the Atlantic Ocean (Gulf of Guinea), Horn of Africa, the Indian Ocean, the Latin America and the Caribbean, the Southeast Asia and the Pacific
Time period of the project/programme covered by the evaluation	1 May 2015 to 31 December 2019
Geographical coverage of the evaluation	Global

KEY EVALUATION QUESTIONS

Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as design, partnerships and cooperation, human rights, gender equality and leaving no one behind as well as lesson learned and best practices. The questions overleaf are those refined by the Evaluation Team during the inception phase.

Evaluation criteria	Evaluation Question ³¹	In case the question was changed, added, etc. please justify
Relevance	1. Are the programme objectives clear, realistic and appropriately documented?	
	2. Are the outputs, outcomes and objectives of GMCP relevant with respect to a) the needs of beneficiaries / recipients; b) the current standards and international interest on maritime crime and, c) achieving the Sustainable Development Goals?	
Efficiency	3. Were activities efficiently planned, managed and monitored?	
Effectiveness	4. To what extent was any progress made toward GMCP objectives due to the result of GMCP activities' rather than to external factors?	
	5. Were unforeseen challenges to the implementation of the programme handled effectively?	
Impact	6. What are the intended or unintended (positive and negative) impacts and long-term results of the project?	
Sustainability	7. To what extent have the steps that the GMCP has taken to try and ensure sustainability been successful?	
	8. Are the beneficiaries committed and able to continue working towards GMCP objectives if programme support ends?	
Partnerships and Cooperation	9. How has the Programme liaised and partnered with UNODC entities, projects and programmes in order to ensure relevance and effectiveness of activity?	
	10. To what extent is the programme cooperating with current or other potential partners (including other UN agencies, CSOs, academia, etc.) to contribute to the achievement of GMCP objectives?	
Human rights, gender equality and leaving no one behind	11. To what extent were programme design and implementation based on human rights analysis and UNODC Human Rights guidelines?	
	12. To what extent were gender equality considerations included in the programme design and implementation?	
	13. To what extent has GMCP contributed to gender equality among the programme's direct and indirect beneficiaries?	
	14. To what extent were under-	

³¹ Please state all evaluation questions.

	represented and vulnerable groups included in the programme design and implementation?	
	15. To what extent has the GMCP contributed to the respect, protection, promotion and fulfilment of human rights of direct and indirect beneficiaries	
Lessons learned and best practices	16. What lessons can be learned, and best practice identified from the project implementation in order to improve performance?	
	17. To what extent did the programme implement recommendations of relevant previous evaluation(s)?	

EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports, financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as stakeholders of the programme, including the Core Learning Partners (CLP).

The present ToR provide basic information as regards to the methodology, which should not be understood as exhaustive. It is rather meant to guide the evaluation team in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in the Inception Report.

In addition, the evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive as well as inclusive.

The credibility of the data collection and analysis are key to the evaluation.

The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

When designing the evaluation data collection tools and instruments, the evaluation team needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

The main elements of the evaluation process are the following:

- Preliminary desk review of all relevant project documentation, (Annex II of the evaluation ToR), as provided by the Project Managers and as further requested by the evaluation team, as well as relevant external documents (e.g. UNDAFs; SDGs; UN and global/regional strategies; etc.). During the desk review period the evaluation team will undertake an inception mission, including meeting with the GMCP team during their annual training week, to clarify and confirm any outstanding questions, ensure a clear understanding of the evidence needs of the GMCP and develop appropriate evaluation methodologies and tools;
- Preparation and submission of an Inception Report (containing preliminary findings of the desk review, outcome of the inception mission, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES for review and clearance before any data collection field mission may take place;
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission;
- Data collection including, interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation;
- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IES website <http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report to the Project Manager for the review of factual errors (copying IES) and the Project Manager shares with IES for review, comments and clearance. Subsequently the Project Manager shares the final draft report with all CLPs for comments.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager). The evaluation team incorporates the necessary and requested changes and finalizes the evaluation report in accordance with the feedback received from IES, the Project Manager and CLPs. It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary through Skype).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <http://www.unodc.org/unodc/en/evaluation/index.html>.

The sources of data

The evaluation will utilize a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include project documents and their revisions, progress and monitoring reports, external reports and strategies (e.g. UNDAFs; SDGs; country/regional/global strategies; etc.) and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

Desk Review

The evaluation team will perform a desk review of all existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR). This list is however not to be regarded as exhaustive as additional documentation may be requested by the evaluation team. The evaluation team needs to ensure that sufficient external documentation is used for the desk review.

Phone interviews / face-to-face consultations

The evaluation team will conduct phone interviews / face-to-face consultations with identified individuals.

Questionnaire

A questionnaire (on-line) is to be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

TIMEFRAME AND DELIVERABLES

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and drafting of Inception Report	16 - 23 Sep 19 (TL)	Home based	Draft Inception report in line with UNODC evaluation norms and standards ³²
	16-23 Sep 19 (TM)		
Inception Mission: GMCP familiarisation during GMCP Training Week; follow up on desk review	23-27 Sep 19	Stellenbosch, South Africa	Meet the team, conduct session on evaluation, agree on inception phase
Review of draft Inception Report by IES	30 Sept-4 Oct 19		Comments on the draft Inception Report to the evaluation team
Incorporation of comments from IES (can entail various rounds of comments from IES)	7-9 Oct 19 (TL)	Home base	Revised draft Inception Report
	7-9 Oct 19 (TM)		
IES review	9 – 11 Oct 19		
Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	14 Oct 19 (14 wd for TL and 11 wd for TM)		Final Inception report to be cleared by IES at least one week before the field mission can get started
Evaluation mission: briefing, interviews with staff at UNODC HQ/FO (including by phone/skype); observation; focus groups; presentation of preliminary observations (if applicable) Drafting of the evaluation report; submission to Project Management and IES;	25-29 Nov 19	Sri Lanka	Interviews and data collection
	9 – 13 Dec 19	Benin	
	Jan 20 (5 days)	Kenya	
	10 – 14 Feb 20	Vienna HQ	
	17 Feb 20	Home base	
Drafting of the evaluation report; submission to Project Management and IES; Review of Project Management for factual errors	06 Mar 20 (TL)	Home base	Draft evaluation report
	17 Feb 20		
	4 Mar 20 (TM)		
	9 – 16 Mar 20		
Consideration of comments from the project manager and incorporation of comments from IES (can entail various	17-18 Mar 20	Home base	Comments on the draft evaluation report to the evaluation team

³² https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report

IN-DEPTH EVALUATION OF THE GLOBAL MARITIME CRIME PROGRAMME

rounds of comments from IES)			
Review of IES for quality assurance	19-26 Mar 20		Revised draft evaluation report
Incorporate comments from IES	27 Mar-1 Apr 20 (TL)		
Incorporate comments from IES Review of IES for quality assurance	27-30 Mar 20 (TM)		
	2-9 Apr 20		
Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 10 April 2019 (44 wd for TL and 40 wd for TM)		
IES to share draft evaluation report with Core Learning Partners for comments	13-27 Apr 20		Draft evaluation report, to be cleared by IES
Consideration of comments from Core Learning Partners and preparation of draft Evaluation Brief	28 – 30 Apr 20	Home base	Comments of CLPs on the draft report
Final review by IES; incorporation of comments and finalization of report and Evaluation Brief (can entail various rounds of comments from IES)	1-5 May 20 (TL)	Home base	Revised draft evaluation report
Final review by IES; incorporation of comments and finalization of report and Evaluation Brief (can entail various rounds of comments from IES) Presentation of evaluation results (to be reviewed and cleared by IES)	1-4 May 20 (TM)		Revised draft evaluation report; draft Evaluation Brief
	6-13 May 20		
Deliverable C: Final evaluation report; presentation of evaluation results; Evaluation Brief (2-pager)	15 May 20 (3 wd for TL and 2 wd for TM)		Presentation of evaluation results
Project Management: Finalise Evaluation Follow-up Plan online evaluation application	15 Jun 20		Final evaluation report; Evaluation Brief and presentation of evaluation results, both to be cleared by IES
Project Management: Disseminate final evaluation report	16 Jun 2020		Final Evaluation Follow-up Plan to be cleared by IES
IES: facilitate the external Evaluation Quality Assessment of the Final Report	Jan 2021		Final evaluation report disseminated to internal and external stakeholders

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

EVALUATION TEAM COMPOSITION

The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section.

Role	Number of consultants/ evaluators ³³ (national/international)	Specific expertise required ³⁴
Team leader	1 An international evaluator	Evaluation methodology (Expertise in Gender Equality and Human Rights)
Team members	1 international substantive expert evaluator	Substantive knowledge of maritime crime

The evaluators will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluator are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the chief or deputy chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

Absence of Conflict of Interest

According to UNODC rules, the evaluators must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluators shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Programme Manager

The Programme Manager is responsible for:

- drafting and finalizing the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors only,
- developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year),
- disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;

³³ Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one team leader and one team member.

³⁴ Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

- ensure that all payments related to the evaluation are fulfilled within 5 working days after IES's request - non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

The Programme Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)
- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed); set-up of interview schedules; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project/programme managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IES web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report and an Evaluation Brief; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider.

PAYMENT MODALITIES

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contracts are legally binding documents in which the evaluation team agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

1. The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IES;

2. The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IES;
3. The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report, Evaluation Brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IES, as well as presentation of final evaluation findings and recommendations.

75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation-process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

The 21 April 2019 Easter Sunday bombers targeted three churches and three luxury hotels, killing at least 279 people and wounding 593. The UNODC would normally have been represented by the regional office in Delhi after which the terror prevention branch would become involved in a thematic response. In this case the GMCP team and manager became the actors on the ground. This personal relationship resulted in the UNODC (GMCP

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Interview guides

Semi-Structured Interviews – All interviewees from all stakeholder groups

- Q1. What is the most significant change you have seen as a direct result of Global Maritime Crime Programme (GMCP) activity? How has this change transformed the situation of men and women, in your view?
- Q2. What do you understand to be the key objective(s) of the GMCP and how effective is the GMCP in reaching those objectives?
- Q3. What is the GMCP missing that you think is important if it is to achieve maximum, positive impact?

Semi-Structured Interviews – GMCP Team

- Q1. How is the effectiveness of GMCP activity assessed?
- Q2. Does the GMCP have adequate capacity to service a growing partner list in light of the rapid expansion on the program?
- Q3. Can you recall an example of a change to the programme/to an activity that was done as a result of analysing the different situation of men and women? As a result of analysing the human rights situation of the stakeholders?

Semi-Structured Interviews – Recipients GMCP assistance

- Q1. To what extent has the assistance received from GMCP helped you reach your objectives in the field of maritime crime?
- Q2. To what extent is the assistance that you have received from the GMCP sustainable over the medium to longer term?
- Q3. Which changes of behaviour or practices have you observed in your institution as a result of the GMCP, in particular as regards issues of due process and respect for the rights of all parties?
- Q4. Do you feel that the GMCP has led to any change in the fulfilment of your rights as an actor of the fight against maritime crime? In the role of women in the fight against maritime crime?

Semi-Structured Interviews – State beneficiaries of GMCP assistance

- Q1. To what extent did the GMCP ensure that their assistance complemented any existing strategy and addressed existing needs of your country in tackling maritime crime?

Semi-Structured Interviews – Donors

- Q1. Does the GMCP represent value for money?
- Q2. What might drive a reduction or removal of funding to the GMCP in the short to medium term?

Semi-Structured Interviews – External partners

- Q1. To what extent does the GMCP complement the work of your organization?
- Q2. How often – if at all – is there consultation between the GMCP and your organization / programmes?
- Q3. If there is consultation what format does this take and how effective is the consultation process?

Semi-Structured Interviews – Internal (UNODC) Partners

- Q1. In your opinion, what impact (positive or negative) has the location of GMCP HQ in Sri Lanka made with respect to your working relationship with the Programme?
- Q2. The GMCP generates substantial funding for its activities. What, in your opinion, are the main factors driving this funding commitment?
- Q3. The EU has changed its funding model. How will the changes impact the effectiveness and expansion of the GMCP?

Online questionnaire

1. Are you

- A woman
- A man
- I do not identify myself as either
- I do not want to respond

2. In what capacity are you involved with the Global Maritime Crime Programme (GMCP)?

- GMCP Staff
- Donor
- Recipient / Beneficiary / Participant
- NGO / CSO
- Regional or International / Intergovernmental Organisation
- Other

If 'Other' please specify:

3. How often do you interact with the GMCP on average?

- Less than once per quarter
- Less than once per month
- Once or twice per month
- Every week
- At least twice per week

4. In what region are you / your organisation's activities located? You can tick more than one box.

- East Africa
- West Africa
- West Indian Ocean
- East Indian Ocean

- Gulf of Aden and Red Sea / Horn of Africa
- Southeast Asia
- Mediterranean
- Latin America and the Caribbean
- Other (please specify)

5. Over what period have you collaborated with the GMCP?

- Less than 1 year
- Between 1 and up to 3 years
- Between 4 and up to 6 years
- More than 6 years

6. To what extent do GMCP activities address...

Not at all Minimally Somewhat Mostly Completely N/A

- | | | | | | |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) The most pressing issues regarding maritime crime at a regional or national level | <input type="checkbox"/> |
| b) The needs for each country to better tackle maritime crime-related challenges | <input type="checkbox"/> |

7. Considering your interaction with the GMCP, how would you rate the programme's:

- | | Poor | Acceptable | Good | Excellent |
|--|--------------------------|--------------------------|--------------------------|--------------------------|
| a) Ability to work together with stakeholders | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Ability to provide and exchange information | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) Ability to improve maritime governance. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

8. To what extent do you agree with the following statement:

The programme has had a clear and long-lasting effect on the country/region's ability to counter maritime crime?

- a. Completely Agree
- b. Somewhat Agree
- c. Neither Agree nor Disagree
- d. Somewhat Disagree
- e. Completely Disagree
- f. Don't know / Won't answer

9. How much do you think the GMCP...

- | | Not at all | A little | Moderately | Mostly | Fully |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| i) Helps progress towards respect for human rights in tackling maritime crime | <input type="checkbox"/> |
| ii) Respects human rights through its activities | <input type="checkbox"/> |
| iii) Takes human rights issues into account in defining its priorities | <input type="checkbox"/> |
| iii) Takes human rights issues into account in when planning its activities | <input type="checkbox"/> |

10. How much do you think the GMCP...

	Not at all	A little	Moderately	Mostly	Fully
i) Helps progress towards gender equality	<input type="checkbox"/>				
ii) Accommodates the different needs of men and women through its activities	<input type="checkbox"/>				
iii) Takes the different needs and challenges of men and women into account in defining its priorities	<input type="checkbox"/>				
iii) Takes the different needs and challenges of men and women into account when planning its activities	<input type="checkbox"/>				

ADDITIONAL STAKEHOLDER GROUP SPECIFIC QUESTIONS

GMCP Staff

11. How clear are GMCP objectives?

Very clear	Somewhat clear	Somewhat unclear	Unclear	Don't know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

12. How realistic are GMCP objectives?

Very realistic	Moderately realistic	Somewhat unrealistic	Completely unrealistic	Don't know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

13. How likely is it that the changes produced by GMCP's work on the ground will continue after the programme concludes its activities?

Very likely	Somewhat likely	Somewhat unlikely	Unlikely	Don't know
<input type="checkbox"/>				

14. How important have partnerships with the following actors/entities been to the implementation of the programme's activities?

	Essential	Very	Somewhat	Not at all	Don't know
a) UNODC Field Representatives Office	<input type="checkbox"/>				
b) UNODC's HQ staff	<input type="checkbox"/>				
c) Other UN agencies / organizations	<input type="checkbox"/>				
d) National stakeholders (Gov. authorities)	<input type="checkbox"/>				
e) Implementing partners (IOs and ROs)	<input type="checkbox"/>				

Donors

15. How clear are GMCP objectives?

Very clear	Somewhat clear	Somewhat unclear	Unclear	Don't know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

16. How realistic are GMCP objectives?

Very realistic	Moderately realistic	Somewhat unrealistic	Completely unrealistic	Don't know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

17. To the best of your knowledge, to what extent can the results observed in terms of maritime crime and related areas where GMCP is involved be attributed to the programme?

- a. The results that have been achieved can be entirely attributed to GMCP.
- b. While GMCP plays an important role in delivering results, other factors have contributed to a small extent.
- c. GMCP has played an equally important role as other factors in the attainment of these results.
- d. Other factors explain the attainment of results, while GMCP only contribute marginally.
- e. GMCP did not have a role in the attainment of the observed results.

18. How likely is it that the changes produced by GMCP's work on the ground will continue after the programme concludes its activities?

- Very likely Somewhat likely Somewhat unlikely Unlikely Don't know

19. On a scale of 1 (not at all important) to 4 (very important) how important are the following aspects of the partnership you have formed with the GMCP?

	1	2	3	4	N/A
i) Being kept fully informed of all activities delivered with your funding	<input type="checkbox"/>				
ii) Ensuring there is a strategy in place to promote sustainability	<input type="checkbox"/>				
iii) Expansion of GMCP activities into other maritime crime areas	<input type="checkbox"/>				
iv) Trusting that the GMCP as an implementing partner is coordinating with other relevant stakeholders both within and outside the UN	<input type="checkbox"/>				
v) Being consulted on the planning of GMCP activities and priorities	<input type="checkbox"/>				

Recipients / Beneficiaries / Participants

20. To the best of your knowledge, to what extent can the results observed in terms of maritime crime and related areas where GMCP is involved be attributed to the programme?

- a. The results that have been achieved can be entirely attributed to GMCP.
- b. While GMCP plays an important role in delivering results, other factors have contributed to a small extent.
- c. GMCP has played an equally important role as other factors in the attainment of these results.
- d. Other factors explain the attainment of results, while GMCP only contribute marginally.
- e. GMCP did not have a role in the attainment of the observed results.

21. If you have attended a GMCP activity please rate the following aspects from 1 (poor) to 4 (excellent)

	1	2	3	4	N/A
a) Relevant to you	<input type="checkbox"/>				
b) Practical application in your current work	<input type="checkbox"/>				
c) Knowledgeable experts / trainers	<input type="checkbox"/>				
d) Platform for networking & info exchange	<input type="checkbox"/>				
e) Balance between theory and practice	<input type="checkbox"/>				

22. Have you identified any challenges in implementing what you have learned through your participation in GMCP activities? Yes No

If you answered 'Yes' what are those challenges?

- a. Lack of personal motivation
- b. Lack of support from an experienced mentor/instructor
- c. Lack of resources to purchase necessary equipment/replacement of components
- d. Lack of institutional support from your organization
- e. Lack of support from senior leadership
- f. Other (please specify)

23. If GMCP activities were to end, do you believe that the results obtained thus far would be maintained in the following 2 years? Yes No

If you answered 'No' please specify.

NGO / CSO / Regional Organization / International Organization

24. On a scale of 1 (not at all important) to 4 (very important) how important are the following aspects of the partnership you have formed with the GMCP?

	1	2	3	4	N/A
i) Being kept fully informed of all relevant GMCP activities	<input type="checkbox"/>				
ii) Ensuring there is a strategy in place to promote sustainability	<input type="checkbox"/>				
iii) Expansion of GMCP activities into other maritime crime areas	<input type="checkbox"/>				
iv) Trusting that the GMCP is coordinating with other relevant stakeholders	<input type="checkbox"/>				
v) Being consulted on the planning of GMCP activities and priorities	<input type="checkbox"/>				

25. On a scale of 1 (not at all well) to 4 (very well) how well has the GMCP dealt with the following aspects of their relationship with you?

	1	2	3	4	N/A
i) Being kept fully informed of all relevant GMCP activities	<input type="checkbox"/>				
ii) Ensuring there is a strategy in place to promote sustainability	<input type="checkbox"/>				
iii) Informing you of partnerships and cooperation with other relevant stakeholders	<input type="checkbox"/>				
iv) Being consulted on the planning of GMCP activities and priorities	<input type="checkbox"/>				

26. If GMCP activities were to end, do you believe that the results obtained thus far would be maintained in the following 2 years? Yes No

If you answered 'No' please specify

27. What do you believe is the most important thing GMCP should change to improve the way it works?

Insert text here.

ANNEX III: DESK REVIEW LIST

UNODC DOCUMENTS

Title
2015 Global Maritime crime report
20190131_-_GMCP Annual Report 2018
Maritime Crime AR2016
UNODC ANNUAL REPORT 2017 web
19-02087 Maritime Crime Manual Second Edition ebook
UNODC GMCP – Maritime Crime – A manual for Criminal Justice Practitioners 2017
20190903 – GMCP.MLE Catalogue
Brochure goal16 2017 web
Mainstreaming Human Rights and Gender Equality
Organigram UNODC
UNODC Handbook on Results Based Management
UNODC Human rights position paper 2012
UNODC-SDG brochure LORES
CPP In-Depth Project Evaluation – Final Report 2013

Title
GMCP In-Depth Evaluation Report 2015
UNODC Evaluation Meta-Analysis 2011-2014
UNODC Evaluation Meta-Analysis 2011-2014
UNODC IEU Evaluation based capacity building analysis final October 2017
UNODC Evaluation Handbook
UNODC Independent EQA 2018 Synthesis Report Final
UNODC-IES Inception Report Guidelines
UNODC-IES Inception Report Template
20181130-GMCP Staff Handbook 2019
20190807 GMCP Operations Manual
20190909 – GMCP Organigram Personnel Diagram
Staff Handbook Publication 2018
GLOZ06 – LogFrame revised
GLOZ06 Annual Project Progress Report 2016
GLOZ06 Annual Project Progress Report 2017
GLOZ06 Annual Project Progress Report 2018
GLOZ06 Semi Annual Project Progress Report 2016

Title
GLOZ06 Semi Annual Project Progress Report 2017
GLOZ06 Semi Annual Project Progress Report 2018
20130822 Project Revision GLOZ06
20140131 GLOZ06 project revision
20160129 GLOZ06 project revision OK
20170922 GLOZ06 project revision GMCP
20130412 Project document
GLOX99 – Logframe revised
Global Maritime Crime Project (15 August 2013)
GLOX99 Annual Project Progress Report 2016
GLOX99 Annual Project Progress Report 2017
GLOX99 Annual Project Progress Report 2018
GLOX99 Semi Annual Project Progress Report 2016
GLOX99 Semi Annual Project Progress Report 2017
GLOX99 Semi Annual Project Progress Report 2018
20141029 GLOX99 project revision
20150526 GLOX99 project revision

Title
20160122 Project revision III GLOX99 excl – construction.doc
20160519 GLOX99 Project rev GMCP UH SM
20170223 GLOX99 ProRev
20170919 GLOX99 ProRev 6 GMCP
20180301 Project Rev
20181107 GLOX99 Project Rev 1
GLOW63 Logframe revised
GLOW63 Project 2018 12 1
GLOW63 – Semi Annual Project Progress Report 2019
20190903 Staff Handbook 2020

Total number of UNODC documents reviewed: 60

EXTERNAL DOCUMENTS

Title
2017 UNDAF Guidance 01 May 2017
UNEG FN ETH 2008 Ethical Guidelines
ROEA audit report
United Nations, 2013 Human rights due diligence policy on United Nations support to non-United Nations security forces

Total number of external documents reviewed: 4

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of interviewees	Type of stakeholder	Sex disaggregated data
17	UNODC HQ	Male: 9 Female: 8
25	UNODC Field	Male: 13 Female: 12
10	Donors	Male: 7 Female: 3
30	Recipients / Beneficiaries	Male: 18 Female: 12
14	IOs / ROs / NGOs / CSOs	Male: 7 Female: 7
Total:		Male: 54 Female: 42